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ABSTRACT

The University of Texas Pilot Program was operated in five sites in Texas (Abilene, Brownsville, El Paso, Houston, and Temple) to demonstrate the utility of competency-based high school diplomas for Comprehensive Employment and Training Act (CETA) clients. Included among the program features common to all five sites were the following: (1) the roles and functions of individuals, organizations, and agencies involved; (2) initiation of effect by the same University of Texas project staff; (3) cost considerations; (4) adult performance level (APL) materials and competency-based high school diploma (CBHSD) program processes; and (5) problem areas (staff cooperation, insufficient workshop training, inadequate APL materials, staff shortages, staff inflexibility). A number of differences also existed among the various sites with respect to these five areas. Examination of the similarities and differences among the sites resulted in nine recommendations. These included calls to resolve problems resulting from different budget cycles, to delineate responsibility for different elements of the program, to focus on adequate staff training, to develop remedial and supplementary APL materials, and to coordinate tests. (Related reports describing student/client completion results and employer follow-up are available separately--see note.) (MN)

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REPORT I

STRUCTURAL AND PROGRAMMATIC FEATURES OF THE PILOT PROJECT AS MODEL

Submitted To:

Employment and Training Administration

U.S. Department of Labor

Submitted By:

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March 1, 1979

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ANALYSIS OF THE COMPETENCY-BASED HIGH SCHOOL DIPLOMA PROGRAM FOR CETA CLIENTS

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PREFACE

This report focuses on the creation and operation of The University of Texas Pilot Program, the purpose of which is to demonstrate the utility of the Competency-Based High School Diploma for CETA clinets. That pilot program, managed by The University of Texas Adult Performance Level Project, is operated in five sites in Texas: Abilene, Brownsville, El Paso, Houston, and Temple.

This report describes structural and programmatic features both common and unique to these sites. Its central purpose is to provide the Department of Labor with information which will be useful for its decisions whether and how to adapt and transport this program to CETA prime sponsors in other states. As features in common are described, potentials can be inferred for any CETA prime sponsor to consider. As features unique to each individual site are described, DOL can find inferences useful to the particular situations of different local prime sponsors in other parts of the United States.

The organization of the report is presented in the Table of Contents.

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I. INTRODUCTION AND BACKGROUND

The University of Texas pilot program demonstrating the usefulness of the Competency-Based High School Diploma (CBHSD) for CETA clients followed nearly a decade in which The University of Texas developed the Adult Performance Level (APL) materials and, from them, the CBHSD. The APL tests and the APL curriculum were researched, developed, disseminated, and evaluated by The University of Texas project staff. Then The University of Texas entered into a contract with the American College Testing Service (ACT) for distribution of the APL "short form" test. ACT conducted its own testing and, using the results, modified and published its own version of the APL short form. ACT currently distributes the tests. The APL curriculum preceded the complete diploma program, which was again researched, developed, tested, and distributed in Texas. Various independent school districts then began adoptions of the CBHSD to be high school diplomas, not equivalencies, earned and awarded to adult students through accredited high schools within those districts. In 1978 the adoption became statewide through accreditation awarded by the Texas Education Agency. The APL curriculum is currently being published by Harcourt, Brace, Jovanovich.

It is beyond the scope of the present study to evaluate the research, development, testing, and distribution of the APL and CBHSD materials. NFIE's present study is restricted to an analysis of the CBHSD pilot program for CETA clients funded under the Department of Labor grant to The University of Texas. Sources of information in the report is one NFIE site visit to each of the five sites (May and July 1978), a total of four visits to date to Austin to confer with staff reports submitted to NFIE by UT staff, and ongoing communication between NFIE and UT staff.

II. FEATURES COMMON TO ALL FIVE SITES

A. Roles and Functions of Individuals, Organizations, and Agencies Involved

Despite the uniqueness of plans of each CETA prime sponsor and of school programs of individual high schools and independent school districts in Texas as well as in other states, certain commonalities can be observed.

1. University of Texas APL/CBHSD Technical Assistance Staff

In Texas the UT staff initiated the effort to bring together the local independent school district and the local CETA program. Initial criteria for potential site selection were that there must be a local CETA prime sponsor and there must be an independent school district with an adult education program and with accreditation already established for the CBHSD. At the time of the initiation of the UT/DOL grant, these criteria restricted the range of choice to ten possible sites. From those sites, preliminary discussions with principal persons to be involved at the sites led to a choice of six sites.

UT staff then provided technical assistance in planning and organization:

- Working through the local CETA Advisory Council, UT staff assisted groups to facilitate necessary cooperative agreements (CETA prime sponsor and local independent school district, usually through the director of adult education with the approval of the superintendent of schools). It should be noted that agreements with the state board of education and the state education agency had already been negotiated for the accreditation of the

CBHSD and with the independent school district for the awarding of the CBHSD. Also, the local CETA prime sponsor already had functioning agreements with the state and local offices of the state employment agency for certain services to CETA clients.

- Once agreements were worked out and the program was ready to begin, UT staff conducted training workshops for CETA counselors and for adult education staff to familiarize everyone with APL materials and the CBHSD process and to establish ongoing cooperative communications between the CETA counselors and adult education staff. One workshop was provided in Austin for adult education teachers to train them in use of the APL/CBHSD program. One or more workshops were conducted at each of the five sites for CETA staff and adult education teachers.
- After the program began UT staff provided ongoing technical assistance in helping CETA staff and adult education staff and clients/students to resolve various problems that arose; such as, work/education relationships of clients, progress through APL curriculum and CBHSD process, coordination of timing between elements of the CETA program and the CBHSD process, local adaptation of APL materials, and various others. That assistance continues in the present. The exact number of technical assistance visits to sites is unknown. Due to the differences in the various sites, their

problems have required differing numbers of technical assistance visits. An estimated total number of visits during the life of the project is thirty, involving one to three UT project staff for each visit.

- During the life of the pilot program, UT staff provide appropriate reporting to the Department of Labor on progress of grant activities.

2. CETA Clients (eligible participants in Titles I, II, III, VI)

CETA clients enter and participate in the program in the following manner:

- A potential client makes initial contact with CETA through direct walk-in or through referral from any of various sources, including adult education.
- Intake into the CETA/CBHSD program is facilitated by a CETA counselor after an evaluation, the method for which will vary with each prime sponsor's administrative plan.
- Once qualified, the client gains orientation to the program both from CETA and from adult education staff.
- Once in the program, the client satisfies requirements both of the CETA program and of the APL/CBHSD program in working, skill training, and educational process.
- At some point, different in each site, a client may choose an alternative to the CBHSD, such as the GED.
- If the client completes the requirements for the CBHSD, s/he receives a high school diploma from the designated

high school in the school district.

- Following completion of the CETA/CBHSD program, the graduate secures job placement and pursues career development, with appropriate assistance from CETA staff. The nature of that assistance varies from one CETA prime sponsor to another.

3. Local School District (adult education)

Because the CBHSD program is already accredited and approved at each site, there is no immediate responsibility of the school board, the superintendent, or the adult education advisory council (which may extend beyond one local school district or government, as many do in Texas). It is assumed for the purposes of the CETA prime sponsor's facilitating the operation of the program that all such preliminary work has been done by the responsible parties of the local school district. The staff of the prime sponsor then work directly with the adult education administrators and teachers, who have the following responsibilities:

- Adult education administrators participate in the joint arrangements and/or contracts with CETA to establish the working relationships necessary for the joint CETA/CBHSD program.
- Adult education staff conduct the educational counseling, instruction, and assessment for the CBHSD.
- Adult education staff maintain communication with CETA staff on the client/student's progress and problems in the program.

- Adult education staff make adaptations as necessary to meet a student's educational needs. These adaptations may involve educational curriculum, supplementary or compensatory educational training, attendance and study hours, timing of client/student's progress through the CBHSD, and other matters.
- Adult education staff participate in training workshops on APL/CBHSD materials and instruction.
- Adult education staff experienced in working with APL/CBHSD materials provide further training to new staff.
- Adult education staff communicate their needs for technical assistance to the UI staff.
- Adult education staff provide reporting to appropriate agencies and organizations.

4. Local CETA Prime Sponsor: CETA Administrator, Counselors, and Related Staff

The local CETA prime sponsor and staff have the following responsibilities from the inception of the potential relationships with the school district through the operation of the joint program:

- CETA administrator facilitates and enters into cooperative agreement and/or contract with the local school district for the joint CETA/CBHSD program.
- CETA administrator cooperates with the work advisory council to meet community needs in education and the work force.

- CETA administrator monitors the joint program and reports on progress to regional and national offices of the Employment and Training Administration, DOL.
- CETA administrator, counselors, and related staff cooperate with adult education staff, work advisory council, and potentially the adult education advisory council to design and implement outreach and recruitment plans for the joint CBHSD/CETA program.
- CETA administrator, counselors, and related staff monitor work force needs in the local area, particularly those needs as related to educational requirements.
- CETA counselors and related staff evaluate eligibility of prospective clients in their initial contact with CETA.
- CETA counselors provide orientation to clients, including the joint CETA/CBHSD program as one option.
- Following assessment of clients' interests, career goals, and eligibility, CETA counselors refer eligible clients to adult education staff for entrance into joint CETA/CBHSD program.
- CETA counselors and related staff facilitate job placement and/or skill training for clients, as far as possible in relation to educational and career goals.
- CETA counselors assist enrolled clients in solving work related and personal problems affecting their

progress in the joint CETA/CBHSD program.

- CETA counselors and related staff maintain close communication with adult education staff to monitor the client/student's progress.
- CETA counselors and related staff assist clients upon graduation to find appropriate employment for career development, if the employment is different from that held during the joint program.
- CETA counselors and related staff cooperate with adult education staff on follow-up of clients after graduation.
- CETA administrator provides appropriate reporting to regional and national offices of the Employment and Training Administration of DOL and, if necessary, to the state employment agency.

5. Work (Manpower) Advisory Council

The Council has primary responsibility and authority for all CETA operations in setting policy, monitoring programs, evaluation, approving all actions, and setting procedures. These include:

- Council plans basic goals, policies, and procedures for CETA staff to enter into relationships necessary for the CETA/CBHSD joint program.
- Council plans with CETA staff, UT technical assistance staff (if needed), and school district staff to make appropriate local adaptations for the joint CBHSD/CETA program.

- Council reviews and approves CETA staff's plans for implementing the CBHSD/CETA joint program.
- Council monitors and evaluates process of the CBHSD/CETA joint program to suggest changes to meet local needs.
- Council assists CETA staff in analyzing and assessing needs for employment (job development), training, and related services in the community.
- Council assists in the promotion of the joint program in the local community through outreach.

6. Local Business/Industry/Government: Private Sector Employers

These employers include but are not limited to those providing on-the-job-training. Their cooperation is essential with CETA and with the adult education program of the school district if the clients/students' employment needs are to be met. Their functions include:

- They cooperate with local school district in assessment of educational needs for job development and projection.
- They cooperate with local CETA prime sponsor staff in assessment of job development and project for current and future needs.
- They cooperate with adult education and CETA prime sponsor staff in providing employment opportunities for clients of the joint CBHSD/CETA program.
- They provide on-the-job-training in specified skill and vocational areas for employees who are participants in the joint program.

- They provide feedback to adult education and CETA prime sponsor staff on progress of employees who are enrolled in the joint program.
- They provide feedback to adult education staff on the extent to which CBHSD education provides skills and knowledge necessary for the jobs for which the students train.
- They provide feedback to adult education and CETA staff on the extent to which the joint program has produced effective workers.
- They help to design career ladders for employees who successfully complete the joint program. This effort allows for career growth in relation to acquired skill and knowledge.

7. Local Business/Industry/Government: Public Sector Employers

These employers include both those providing public work experience during the client's participation in the program and those providing career opportunities in the public sector following a client's completion of the program. Their functions include:

- They cooperate with adult education and CETA prime sponsor staff in providing public work experience employment opportunities for clients participating in the joint CETA/CBHSD program.
- They provide on-the-job-training in particular skill areas needed by the clients to enter employment following successful completion of the joint program.

- They provide feedback to adult education and CETA staff on progress of employees enrolled in the joint CETA/CBHSD program.
- They provide follow-up information to adult education and CETA staff on the extent to which the joint program has produced effective workers.

8. Local Business/Industry/Government: Skill Training Facilities

Public and private skill training facilities may be resources for skill training for clients of the joint program. These facilities function as follows:

- They contract with CETA staff for the training of individual CETA/CBHSD clients.
- They assist in the coordination of schedules between the training, work, and educational activity.
- They evaluate and report progress of students enrolled in their facilities.
- They certify, when appropriate, the readiness of the client for employment.

9. State Employment Agency: State and Local Offices

The state office may have a function of check-writing as well as the transmission of various information relating to employment opportunities to the local office. State and local functions are as follows:

- The local office of the state employment agency may have a contractual agreement with the local CETA prime sponsor to identify employment opportunities and to assist graduates in finding employment.

- The local office may assist participating bodies (CETA prime sponsor, work advisory council, local school district) in assessment of job development for current and future employment.
- The local office may enter into subcontracts when appropriate with CETA for specific services needed; e.g., skill training.
- The state office may be contracted to deliver allowance payments after checking for duplication of payment from other federal, state, and local agencies.

It would be foolish to claim that the descriptions of these organizations and agencies and of their corresponding functions are comprehensive. Nevertheless, they are extensive enough to yield an overview of some of the potentials for cooperative relationship beneficial and necessary for the successful operation of joint relationships between the local CETA prime sponsor and the CBHSD program.

B. Initiation of Effect

Because the present CBHSD/CETA effort is a pilot program requiring arrangements which previously had not existed, the effort was necessarily initiated by The University of Texas project staff. The project director, after assessing which sites would qualify by the initial criteria mentioned earlier, contacted and worked through the local work advisory councils of the sites to facilitate cooperation between the CETA prime sponsor and the school district, with technical assistance to be provided by UT project staff.

The local work advisory council was the appropriate organization to use because it is composed of elected officials and representatives from local government, education, and industry, for the purpose of establishing policy for the CETA prime sponsor. This effort resulted in bringing together different interests for a common purpose. Differences in goegraphic coverage of organizations and agencies represented make the coordination potentially difficult. For example, the adult education coop structure in Texas includes, for most coops, several or even many school districts. The CETA prime sponsor may be a consortium composed of several counties, and these counties do not correspond to those in the adult education coop. Further, one high school of one school district is to be the grantor of the diploma to the student/client. Consequently, careful orchestration is necessary to obtain the needed cooperation of effort to get: (1) a high school in a school district, (2) which is located in a part of the adult education coop, (3) which, in turn, is situated within the boundaries of the CETA prime sponsor.

Further, CETA budget cycles and education budget cycles do not correspond. Therefore, up to a year of advance planning and commitments was necessary prior to the initiation of the program. This latter point was central to the unsuccessful efforts to bring the sixth chosen site (Austin) into operation during the grant in Texas. Nevertheless, the coordination did work for the other five sites, even though beginning dates for operations were staggered through the first nine months of the grant, from June 1977 until March 1978.

In other states, if the program is expanded by the Department of Labor, the initiation of effort could come from any of several sources:

the local work advisory council, the CETA administrator, the superintendent of schools for the district, the adult education director for the school district, the state education agency, or even UT project staff acting on a consulting basis with prime sponsors in other states.

C. Cost Consideration

There are not necessarily any unusual costs involved in the collaboration of CETA and the school district, depending on the extent of their services already available. For example, if the CETA prime sponsor has in his/her plans the funds for hiring one or more teachers under Title VI, the potential extra student load is not a problem to the school district's budget. If the CETA prime sponsor has a skill center in his/her plans, there may be fewer agreements or contracts to be let with public and private agencies for skill training to accompany the APL curriculum in the diploma process. If the school district already has an active, adequately funded adult education program, extra activity could possibly be absorbed within its existing budget. In fact, it is possible for the entire collaborative program to be constructed in a manner that no money ever has to change hands and no budget has to be affected in a major way.

The one possible exception to this point is in the training of adult education staff in the APL curriculum and the CBHSD process. This could be done in workshops before the program begins, and it could be followed, if necessary, by added technical assistance during the operation of the program. Experience of the present pilot program indicates both initial workshops and further technical assistance are essential because CETA counselors frequently are not accustomed to working with the adult education program and the adult education staff frequently are not

accustomed either to working with CETA staff or to using APL/CBHSD materials.

Because CETA plans are individual to each local prime sponsor and because school budgets are localized to each school and school district, estimates of the cost to establish the collaborative program are not possible. The only conclusion to be reached on that point is that the extra cost may range from nothing at all to millions, depending on the local situations of those organizations and agencies involved.

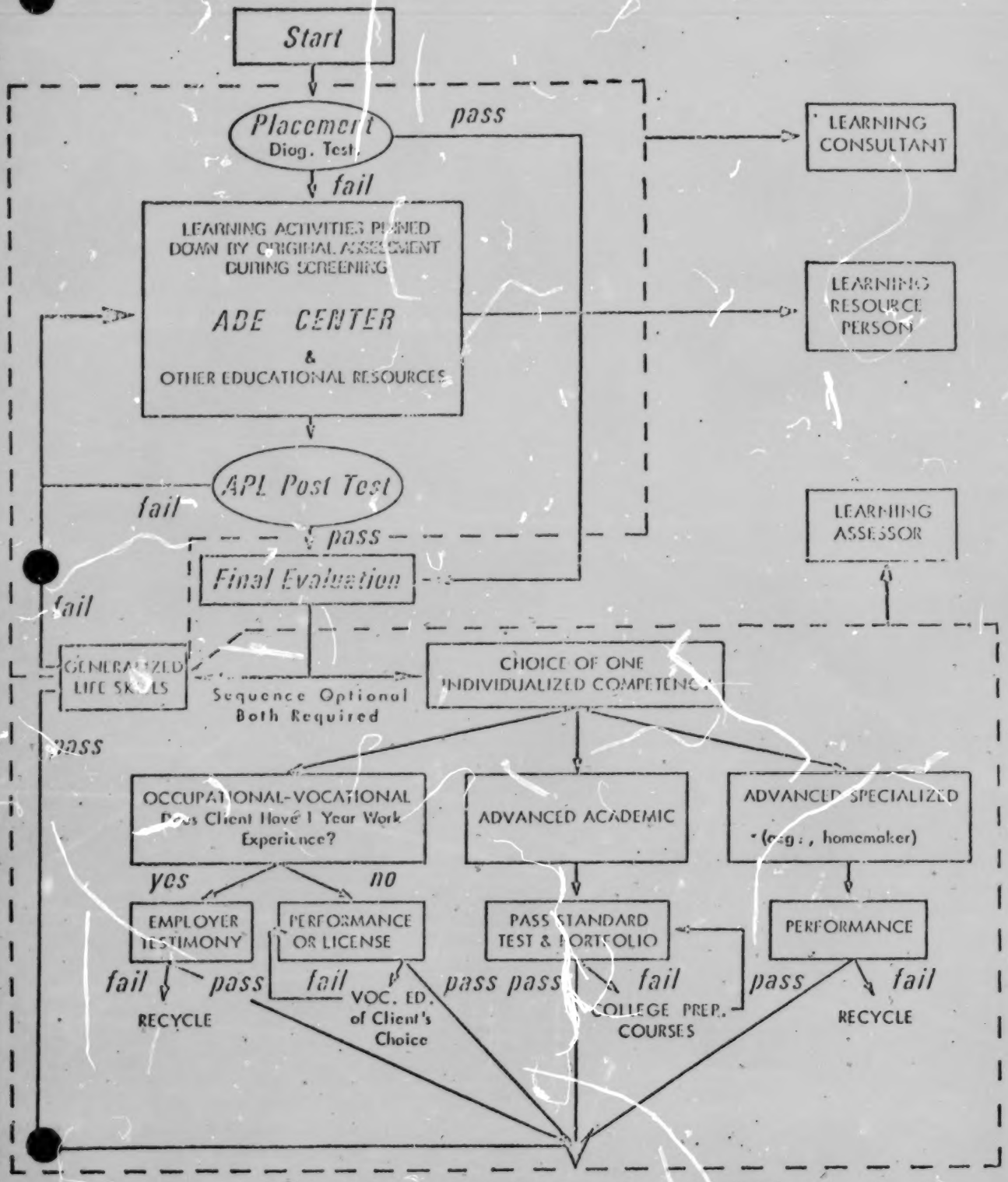
D. APL Materials and CBHSD Process

As noted earlier, APL tests are distributed by the American College Testing Service. APL curriculum is being published by Harcourt, Brace, Jovanovich. The CBHSD program process has been developed by The University of Texas project staff. All the above are possible resources of materials and assistance. However, it would be naive to assume that CETA counselors and adult education staff who are not experienced in the use of APL materials, CBHSD process, and time management of clients in relation to the joint effort would be able to use the materials without training and technical assistance in coordination of effort. A copy of the CBHSD process chart is enclosed to show the student process through the program that must be coordinated with the process through the CETA program (see the following page.)

E. Problem Areas

1. Without technical assistance from APL staff, the collaboration would have had little chance of success. Facilitating the cooperation through the work advisory council is delicate because sensitivities of individuals about overlapping areas of authority and concern are strong.

COMPETENCY-BASED HIGH SCHOOL DIPLOMA
PROPOSED PROCESS



Individualized Competencies & General Skills Completed

READY FOR DIPLOMA

2. Initial workshop training provided by UT staff prior to the beginning of site operations separated training for CETA counselors from training for adult education staff. This separation prevented establishing at the beginning necessary awareness of the nature and extent of cooperative effort that would be required. It is recommended that initial workshop training include both staffs and focus in part on methods of cooperation.

3. Initial workshop training is insufficient for both CETA and adult education staff. After the sites begin operation, further training on site is necessary for internalizing what was abstract before operations began. At these second workshops staff know more experientially what questions to ask to get the answers they need.

4. Despite explanations, CETA clients/students in more than one site did not know the difference between the GED equivalency and the CBHSD as an earned diploma. Some thought the CBHSD would be faster than studying for the GED, when it reality it was not. Some thought the CBHSD would be easier than the GED when in reality it was not. In other words, various students were confused about the level of effort required to complete the CBHSD. As well, they sometimes were not prepared for the meaning of the CBHSD being self-paced. They thought a certain number of hours would produce a desired result, and this is not always the case.

5. Adult education staff in more than one site found APL materials inadequate to encompass the range of students' learning problems, particularly for those students who scored in the lowest category on the initial tests (APL-1). The reading level of students, particularly

speakers of English as a second language, was too low for the APL materials. Consequently, supplementary materials for teaching reading were used. Frequently, these materials had nothing to do with the APL curriculum and students became bored in reading "See Spot Run" types of materials and other material that had no content relevance to them. This is a problem with various adult basic education materials.

6. Even after teaching students with the APL materials for some months, some adult education teachers seemed unsure of how to use them appropriately. Some deviated from the materials by selecting some and discarding others or substituting other materials for those discarded. Some shortened the APL curriculum without verifying that students were ready to proceed.

7. In some situations adult education staff performed all three APL functions: counseling, instruction, and assessment for the CBHSD. For necessary objectivity and verification, assessment should be done by a person other than the teacher who has assisted the student through the curriculum.

8. Some adult education teachers were not flexible in allowing students to progress at their own pace. For example, when it is evident that the student has achieved mastery of a knowledge area, the mastery test can be administered without the student's having to complete all lessons. Some teachers enforced completion of all lessons before allowing the student to take the mastery test in a knowledge area.

9. Some adult education staff did not accept the self-pacing of the CBHSD as a reality that meant, depending on the beginning level and rate of progress of the student, some students would complete the curriculum and mastery tests much faster than others. Some staff attempted to force the completion of the CBHSD into the time frame of client's CETA time span. A student, for example, who might have needed eight months or more of diligent, concentrated work to complete the CBHSD was forced into a four-month time frame because that was all the time that s/he had in the CETA program. This problem led to students dropping out of the program.

10. Study time, or class time, was too brief for some students and too long for others. Two hours of class time five days a week do not yield fast progress through the CBHSD. On the other hand, six or more hours per day working with the curriculum are too pressured for sustaining student interest or for effective completion of experientially gained knowledge.

11. Adult education staff reporting to UT on the students enrolled in the pilot program has been somewhat erratic. Monthly reports are not always sent monthly from sites to UT project staff. This increases problems of verifying student participation, progress, and follow-up.

12. Adult education staff in more than one site were inadequately knowledgeable about the student/client's work or participation in CETA, despite the training workshops and despite contact with CETA staff. The same problem in reverse is true for some CETA staff. CETA counselors have had some difficulty understanding the nature of the CBHSD as the student progressed through it.

13. Different budget cycles of the CETA program and the school district cause the student/client to be caught in the middle of circumstances beyond his/her control which hinder completion of the CBHSD and CETA simultaneously. As noted in The University of Texas Quartely Reports to DOL, site activity has been severely reduced or eliminated in some sites because of the delays in CETA refunding.

14. Physical separation of adult education staff from CETA staff, as well as adult education classrooms from skill training centers, and CETA facilities from location of clients' places of work creates communication problems and coordination problems which lead to such a high level of frustration that students drop out. This physical separation also severely hinders the cooperative understanding and working relationships necessary between CETA staff and adult education staff.

15. Rivalries between CETA administrators and the public schools can hinder the establishment of cooperative arrangements. This is especially significant when the CETA administrator finds more economical sources for the training than that provided by the public schools and when the school administration expects his/her own school income to be increased substantially by CETA funds.

16. When their eligibility time in CETA is completed, students have tended to drop out of the CBHSD program if they have not yet completed it. Sometimes at this point they take the GED. Sometimes they terminate with no educational process completed. In most cases, they could continue the CBHSD on their own if they chose to do so, although there would be no financial aid for this purpose.

17. As noted by more than one CETA counselor, clients have difficulty establishing long-range career goals and educational goals as well because their immediate concern is survival. This primary need may hinder clients/students' concentration on the educational program as well on the use of the CBHSD process to meet long-range goals. The problem may thus hinder motivation in some instances.

III. FEATURES UNIQUE TO EACH SITE

A. Abilene

1. Roles and Functions of Individuals, Organizations, and Agencies Involved

a. Abilene Independent School District

The School Board and the Superintendent of the Abilene Independent School District are enthusiastic about competency-based education, especially a variety that involves curriculum and thus goes well beyond competency testing. The Superintendent has thus been very supportive of the combined CBHSD/CETA pilot program with Abilene as one of its sites. Early on in the initiation of effort, the Superintendent assigned responsibility for the coordination effort to the Director of Adult Education. Adult education for the area of which Abilene is a part is structured by an administrative unit covering seven counties--the Big Country Adult Education Co-op. The Director of the Co-op is also the Director of Adult Education for Abilene.

Through the schools in Abilene the Superintendent has used the APL short-form tests to determine the comparative level of mastery of skills which students have in different grade levels. Further, the Superintendent has set up a committee of teachers and administrators to study the feasibility of introducing the APL materials as well as the CBHSD either as options or as an integral part of the program of the high school for regular students, not just for the adults presently using them. This kind of interest leads to willing cooperation in the joint CBHSD/CETA program.

b. Big Country Adult Education Co-op

As noted above, the Co-op is the administrative unit for adult education for the school districts in seven counties--Callahan, Comanche, Eastland, Jones, Shackelford, Stephens, and Taylor. (The City of Abilene is in Taylor County.) Working with the Director at the Abilene Center are one Administrator, four teachers and the assessor (among other general ABE teachers), and support staff. In addition, there are two CETA Title VI teachers working with the other staff. All these teachers work with the CBHSD/APL materials as well as other adult basic education texts, programs, and various teaching/learning devices.

All of this staff works at the Adult Basic Education Learning Center in downtown Abilene. They also take their program, with CBHSD/CETA clients and other adult education students mingled, on the road in a van. The van has been provided by contributions of businessmen and civic leaders to reach the population which cannot drive the distance from an outlying county in the Co-op to the downtown Abilene center. Because the van was provided by a fund-raising drive separate from the schools, it costs nothing for the CETA program, the Co-op, or the Abilene Independent School District to operate. This van will be described in more detail in the section below on "Cost Considerations."

In addition to the van, classes are regularly held at Dyess Air Force Base in Abilene, at which there is substantial adult education enrollment, but no CETA/CBHSD enrollment. Also, there are satellite learning centers in the various counties of the Co-op and in some towns within those counties as well. However, all th[illegible] CBHSD/CETA

program clients are served at the Abilene Learning Center except for a few who are served by the traveling classroom of the van.

In NFIE's site visit to Abilene in May 1978, the program was in full operation in the sense that APL/CBHSD materials were being used and that the arrangements with CETA and related agencies were completed. However, the 15 slots allotted to the joint program were not yet filled. Adult education staff were not sure how many of these slots were filled. They did not make clear distinctions between students working on the CBHSD through regular channels and students working in the joint program. The principal means of identification of the CBHSD/CETA students was the time frame in which they worked, for they were allotted only two to two and a half hours per day, five days a week, for classroom work at the learning center.

By May 1978 the CBHSD program had been operating in Abilene for two years. Consequently, the ABE staff perceived no significant changes or adjustments to be made under the joint CETA/CBHSD program. They were prepared as part of their normal responsibility to take an unlimited number of CETA clients into the CBHSD program. The 15 slots were not relevant to them. However, the limit of 15 would be imposed by CETA because of the funding for them for this particular program. Other CETA clients could enroll in the CBHSD, but they would not be paid an allowance to do so. They would have to enroll on their own. Some but not many have done so. Of these, ABE staff were unaware which students were CETA clients and which were not.

Because the CBHSD program had been operating for two years at the time of initiation of the joint program, it was not necessary for UT technical assistance staff to train the Title VI teachers. Instead,

they were trained by ABE teachers in the Abilene center who had previously been trained by UT staff.

The CBHSD process is somewhat complicated. A teacher must work with it in some depth to internalize a full understanding of it. An administrator who is not teaching from the program does not necessarily have a full understanding of it. This is true of the Director and the Administrator of the ABE staff in Abilene.

Because the CBHSD/CETA program was not a new creation in substance for the ABE teachers, they did not require substantial new training, and the program did not require significant changes in their normal roles from what they had already been doing. The ABE teachers seem to be dedicated, energetic, well informed about the CBHSD, and highly competent. This observation includes both permanent staff and Title VI teachers. The only perceptions they had of differences in their roles came from feedback they got from the students enrolled as the students' time was more regulated by requirements of CETA and by work experience or on-the-job-training in relation to classroom work. The other source of information on the difference was the CETA counselor supervising the CETA client. However, at the time of the visit there was little communication between CETA counselors and ABE staff. This can be explained as a result of: (1) physical separation of CETA offices and ABE learning center in different parts of town, and (2) CETA counselors' incomplete familiarity with the CBHSD program, despite training workshops in which they had participated.

c. West Central Texas Council of Governments (WCTCOG)

The WCTCOG is the local prime sponsor and is a consortium of elected officials from cities, special districts, and county govern-

ments of 19 counties--Brown, Callahan, Coleman, Comanche, Eastland, Fisher, Haskell, Jones, Kent, Knox, Mitchell, Nolan, Runnels, Scurry, Shackelford, Stephens, Stonewall, Taylor, and Throckmorton). Staff directly involved in the joint CBHSD/CETA program in Abilene (Taylor County) are the Director of Program, the CETA Coordinator, and eight CETA Field Representatives/Counselors. The facilities and staff of the CETA Coordinator include the intake center in Abilene, counselors, interviewers, and job developers, as well as other support staff. This prime sponsor is the only CETA program in a large geographic area. The program covers eligible participants in Titles I, II, III, and VI of CETA. As a result of the variety of programs available, the requirements are sometimes highly complex because there are different regulations for each Title. Because of the requirement of education and/or skill training, the CETA Coordinator perceives a strong desirability of utilizing the services of adult education programs in the school districts. Consequently, he expressed major interest in the combined CETA/CBHSD program.

The Coordinator noted that intake of clients results from referrals from various organizations, agencies, and individuals, from an outreach recruitment program, and from direct walk-in of potential clients. Initial interviews establish eligibility of a client for particular programs, needs, and, when possible, goals. An Employment Development Plan (EDP) is developed for each eligible client, and when appropriate, the client is referred to the ABE Learning Center for enrollment in the CBHSD/CETA program. The decision for referral to CBHSD/CETA to some extent depends on, among other factors, whether the client's eligibility

is for six, nine, or twelve months and the extent of educational competence already mastered at the time of entry. Some clients who could benefit from the CBHSD are not referred if their eligibility time is too short to accomplish desired results. Another alternative of skill training without a diploma or equivalency will be chosen, or the GED itself will be chosen if it seems the student has a better chance to complete that by the conclusion of his/her eligibility.

NFIE interviewed three CETA counselors for their perspectives on the CBHSD/CETA program and for their perspectives on students' and their own roles in facilitating the program. CETA counselors, after the initial intake and referral, are required to see each client at least once a month. This requirement is unrealistic when a counselor is responsible for 75 to 85 clients, especially in a large geographic area. Consequently, the counselors felt somewhat inadequate in providing the extent of services that clients needed. Further, they had little knowledge at the time of the May 1978 NFIE visit of the CBHSD program. They were confused about various aspects of that particular educational program. Consequently, they seemed to assume that many of the client/student's problems would be handled by the ABE staff. CETA staff thought there had been two CETA/CBHSD graduates, but they were not sure. In contrast, ABE staff thought there had been none at that point.

d. Texas Employment Commission (TEC)

TEC contracts with the CETA prime sponsor for two services. At the state level TEC contracts with the WCTCOG for the payment of allowances for classroom training only. At the local level TEC contracts with WCTCOG to provide classroom training to CETA clients.

In addition, when a client completes the CETA program or reaches the end of his/her eligibility, the TEC services are available as they are for any other person seeking employment.

While the TEC is not a major programmatic component of the CETA prime sponsor's service to clients, it does provide an important check-writing function and serves as a check against double payments to clients from other programs outside CETA.

e. Students/Clients

The overwhelming majority of students in the Abilene CBHSD/CETA program are White, male and female. The program has not appealed to Blacks, although there are some Mexican-Americans enrolled. The exact proportions of the client/student participants are not yet known to NFIE.

NFIE interviewed four students enrolled in the joint program at the time of the May 1978 site visit. One was in the program as a direct result of CETA referral. She was unsure of what field she wanted to pursue as a career. She had never looked for a job before this experience. She had dropped out of high school as a junior in 1971. She disliked taking tests and found the APL/CBHSD plan more rewarding than traditional schooling.

The second student had also been referred to the program by CETA. She had always disliked school until the experience with the CBHSD and was happy working with the particular APL curriculum because it was different from the kind she had had in school. She was also a high school dropout. She did not care whether she received a GED or a high school diploma; she felt either one would improve her chances

for employment. She chose the CBHSD over the GED because there were no failures. Tests could be retaken, and there was a constant reinforcement of accomplishment with each task.

The third student exerted considerable individual initiative in calling different resources to find what she wanted. Her initial attempts to enroll in the CETA program were unsuccessful because at that time a year previous she did not qualify. She had now qualified and was happy to participate. Her perception of employment possibilities was that an employer would not care whether a person had a diploma itself or a GED equivalency. She wants the diploma because to her a diploma means more in self-accomplishment.

These three were doing their classroom work at the Abilene Learning Center. The fourth was coming to the van when it arrived once a week. He was not being paid an allowance by CETA, although CETA had helped him get a job. He was doing the CBHSD on his own, while working as a result of CETA assistance. He did not understand the CETA eligibility requirements or the different types of CETA programs. He lacked specific vocational or career goals, but wanted the diploma rather than the equivalency because he perceived that employers would perfer the diploma. He felt that an equivalency might be useful to people in a city, but that an employer in a rural area would think an equivalency would be something new, and he thought employers there were skeptical of new things.

From these students, from the ABE teachers, and to some extent from the CETA counselors (although the latter were not well informed about the CBHSD), certain points became clear. Clients/students

entered the program on their own initiative or by referral from an initial walk-in to the "Manpower Office." They scored from 1 to 3 on the APL placement tests, but most scored 2 or 3. They seemed highly motivated to complete the work but were essentially uninformed about effects on employability.

2. Initiation of effort

Initiation of effort to pull together the necessary agencies, organizations, and individuals was accomplished by UT project staff working with the local Advisory Council, as was the case with all the other sites. The effort was substantially easier in the case of Abilene than in some other sites because the CETA Coordinator was predisposed to facilitate arrangements with the public schools for CETA educational/training components, because the Superintendent of the Abilene ISD was already enthusiastic about competency-based education, because the adult education co-op was already implementing the CBHSD in its own program, and because there was widespread community support for adult education efforts. Further, the only money to change hands involved the Title VI teachers hired by CETA for the Abilene ISD and supplemented by the Abilene ISD.

3. Cost Considerations

a. Mobile Learning Center

Private citizens in the counties served by the Big Country Adult Education Co-op conducted a fundraising drive to provide the Co-op program with a mobile learning center to serve the geographic spread of the Co-op. With the proceeds of the drive, a van was purchased and fully equipped with texts and other learning materials,

supplies, and furniture appropriate for students and teachers to use as a classroom. In addition, awnings were supplied so that the parked van could be expanded with tables and chairs placed outside the van and under the awning. The van could also be used in motion to pick up individual students along a designated route. Students would then study in the van as it made its rounds for the day, and it would return by the same route to let off the students at the points they were picked up.The adult education staff developed a route and a time scheduled so that they could travel a different route each of the five days of a week and repeat those routes each week. Consequently, the mobile classroom would be available to each student the same day of every week. The van had been in operation only two weeks at the time of the May 1978 site visit, but it seemed to be a well-received addition to the program. It provided a far greater outreach than had been possible before its purchase.

Two teachers and a driver staff the van for most routes. When the van reaches a location, such as the town of Comanche, it parks in the town square and remains stationary for the day while students come to it. Efforts at that time were under way to get advertising in the local newspaper and announcements on the local radio to inform the public of its service and attract students to it.

Exact figures are not available concerning the total net effort of the fundraising drive, the exact cost of purchasing and equipping the van, or the cost of maintenance of the vehicle. However, a general estimate is that the equipped van and maintenance cost between $25,000 and $30,000, and the money raised was adequate to provide that service.

b. Adult education learning center

There were no additional costs incurred to operate the facility for the CBHSD/CETA program. The learning center is a permanent part of the Abilene Independent School District and the Co-op. No expansion was necessary to accommodate the combined program.

c. Extra teachers

To accommodate the anticipated increase in student enrollment in the Co-op program, two teachers were hired under Title VI funds. Their maximum allowed--$4.81 per hour on $10,000 per year--was supplemented by the Co-op to bring their salaries up to par with other adult education staff. This supplement amounted to approximately $4,000 each.

d. Travel

There were no extra travel expenses incurred by the CBHSD/CETA program beyond what were already budgeted for the geographic coverage necessary for each program independent of each other. Travel is noted only because of the fact that the prime sponsor and the adult education co-op must budget funds for unusual travel to administer their individual programs.

4. Adult Performance Level (APL) materials and CBHSD Process

The adult education staff of the Co-op learning center in Abilene had been working with APL/CBHSD materials and process for over a year before the joint CBHSD/CETA program began. Consequently, they had analyzed and tested the materials and made adaptations they found appropriate for their own needs. Teachers indicated that

presenting a student with an entire curriculum module in one knowledge area at once was overwhelming. Even the length of an individual lesson could be intimidating to students. Consequently, the staff reduced and adpated the length of lessons to what they considered appropriate for the students. The materials used were therefore all typed and mimeographed to be distributed free to students.

To evaluate the entrance level and capability of students to progress through the APL curriculum and to evaluate whether the APL curriculum is appropriate for various students, the staff administers a diagnostic test prior to the APL placement test. For this purpose, the TABE (Tests of Adult Basic Education), levels M and D, are used first. If a student's level of competency is judged too low for probable success with the APL/CBHSD program, s/he is given basic, remedial adult education materials from other publishers until s/he reaches a level deemed necessary for success with APL. Then the APL entrance test is administered, and the student progresses according to his/her level of competency and according to his/her own self-pacing. The APL entrance test being used is the original long form developed by UT staff before the American College Testing Service began distribution of the test and before it developed its own longer form of the UT test. Adaptations by users are encouraged by APL staff. These adaptations can create problems, however. Such problems will be discussed in the problem section to follow.

Counseling and teaching in the APL/CBHSD process are done by the same persons. Assessment is done by one person, except in isolated instances when the assessor is inaccessible because of a student's

working in the mobile learning center. However, effort is made to have every person's work assessed by someone other than the teacher who has been working with the student.

5. Problems

The particular problems of the Abilene site are related to the fact that: (1) the CBHSD program had been functioning in the adult education co-op for more than a year before the joint program began; (2) the CBHSD process was entirely new to CETA counselors; and (3) the geographic spread of coverage for the program is unusually large.

Some of the problems and solutions attempted to this point are as follows:

a. CETA counselors and adult education staff were housed in buildings across town from each other. Communication was inadequate between them not only because of the different locations but also because of the extremely heavy case load of the counselors. By the end of 1978 the CETA counselors and some other CETA staff had moved into the same building used by the adult education co-op learning center. They are now only a floor apart. Consequently, communication is much easier and more frequent. The coordination of effort between the two programs which have very different time lines is now working much more smoothly. Further, with the close contact of the two staffs, and with extensive technical assistance from UT project staff, CETA counselors are reported to be much clearer in their understanding of the CBHSD program and process. In the past

some of the counselors had continued to confuse the GED and the CBHSD and could not knowledgeably describe one in contrast to the other for a client/student to choose which would best meet his/her needs. That difference is now clarified, according to reports from UT technical assistance staff. Likewise, adult education staff are now reported to be much more knowledgeable about students/clients' time lines in CETA, and about different aspects of students/clients' participation in the CETA program. This improvement in understanding should facilitate better student/client retention in the program, and fewer participants "falling through the cracks."

b. As with other staff in other sites, initial workshop training was insufficient to make the different staffs adequately knowledgeable about the requirements, programs, and methods of operation of each other. Technical assistance visits have been required over nearly a year's period to solve this problem.

c. As a result of staff confusion, clients/students have been confused. As well as lack of understanding about differences between the GED and the CBHSD, a misconception has been prevalent in some students about the relative difficulty or time required to complete either route. That seems to have cleared up as a result of the technical assistance visits and the improved understanding of the staffs.

d. While the mobile learning center (van) is undoubtedly a great asset to the uniqueness of the geographic problems of the Abilene site, certain problems result from it. Because of the geographic removal of the student from the Abilene learning center, accessibility to the assessor is limited. Consequently, assessment,

which should be done by one person for all students, is at times done by others. This limits the verification and objectivity of the program. In addition, space in the van is limited. Consequently, when five or six students are working simultaneously in the van and two instructors are working with them, the noise level is not conducive to effective study. In warm weather this problem can be solved by letting students work at tables outside the van and under the awning. As popularity of the van grows, this space problem will probably increase.

e. As is the case with other sites, the self-pacing mode of the CBHSD and the more restrictive time lines of the CETA program create ongoing problems for clients/students. When their eligibility is exhausted with CETA, they frequently have not finished the educational work required for the CBHSD. If they are to continue with the CBHSD, they will have to do so without allowance from CETA. Many are unable or unwilling to do this, and premature terminations result. A still more comprehensive problem resulting from the differing time lines concerns the different budget cycles. When the CETA funding ended and clients were terminated, they dropped out of the CBHSD program instead of continuing it. In Abilene, because the adult education program is well-staffed and is ongoing, staff were capable of continuing the work with the terminated CETA clients. However, the students dropped out because they were no longer getting allowances from the CETA program.

f. ABE adaptations of materials and the CBHSD process create some questions about whether the education the student receives is

sufficently complete according to the researched requirements of the APL/CBHSD process. When materials are so condensed, when local adaptation occurs in significant amount, the effects can be significant on the students' performance on the mastery tests. The entrance tests distributed by ACT are significantly different from those being used to pretest students in Abilene. Consequently, there is not a good correlation between the testing and the curriculum which follows. As well, when the curriculum is published by Harcourt, Brace, and Jovanovich in 1979, there will be further difficulty if that published curriculum is not used in relation to the mastery tests. Perhaps the publication of all the tests and curriculum will in itself create the solution to the problem of local adaptation in Abilene, provided that the Abilene adult education staff use the published materials and not their own adaptations.

g. A major problem recognized by participants and staff in Abilene has been the small blocks of time scheduled for class work. Students have been coming to study only two hours a day. That is not enough time to allow for sufficient concentration on study. However, this problem is now being solved by reducing the number of days per week that students work with the APL materials and increasing the length of time of each study session to three and a half hours.

h. Black participation has been very limited in the joint program. In the year preceding the joint program and in which the CBHSD was run alone, there was some Black participation but no graduates. All Black students dropped out. ABE staff explained this lack of success with Black students as resulting from two

factors: (1) the students were too young and immature, and (2) the students lacked sufficient motivation. While these explanations may be accurate, there may also be other factors involved. The director, the administrator, and all the teachers in the Abilene adult education learning center are White. There could be a lack of sensitivity to cultural differences that would restrict success of the staff with Black students.

NOTE: The report on Abilene is more comprehensive than the reports on some other sites because more information has been made available about the Abilene operation, because it is more complex than some of the others, and because it is a more completely sustained and ongoing program.

B. Brownsville

1. Roles and Functions of Individuals, Organizations, and Agencies Involved

a. Brownsville Independent School District (BISD)

It is reported to NFIE that the Board of Education of BISD has submitted to the Texas Education Agency a signed policy approving the CBHSD. This existed before negotiations were completed for the joint CBHSD/CETA program. The Superintendent of the BISD has delegated responsibility for implementation of the program to the Assistant Superintendent for Adult Continuing Education, who is also the Director of the Cameron County Adult Education Coop. However, upon interviewing during a May 1978 site visit, NFIE learned that one current Board member did not know of the existence of the program.

b. Cameron County Adult Education Coop

The Coop Director (Assistant Superintendent) is responsible for the supervision of all Adult Basic Education programs of the Coop, including the CBHSD/CETA program. With this general responsibility, he does not necessarily work with the CBHSD/CETA program daily. Much of the daily operation of that program becomes the responsibility of the Director of the Assessment Centers.

The Director of the Assessment Centers is also the principal assessor for the CBHSD. In the first months of the joint program he did all the counseling and the assessing of students' progress. As the program expanded toward its enrollment goal of 92 clients/students, he maintained the role of assessor for all students while he began training a second assessor. Counseling was then assigned to the role of the teacher, although the Director of Assessment Centers worked most directly with CETA counselors to solve pressing problems of clients/students which affected participation in the joint program.

The Assessor and the Director of the Coop are based at the Adult Learning Center for the Coop. For the joint program there are two satellite assessment/learning centers, one in Brownsville and one in Harlingen. The Assessor travels several times a week to each of the satellite centers, where all the CETA/CBHSD clients/students do their classroom work. The Assessor supervises the work of the teachers at these centers.

Because the program did not begin in Brownsville for CETA clients until March or April 1978, the time for completion of the CBHSD was pressured by the expiration of client eligibility in September 1978.

Consequently, the Assessor designed alterations in the self-paced CBHSD program to accommodate the restrictive time lines. Skill training, for example, was designed for students to complete various learning tasks in a specified number of days. Likewise, the amount of time to be spent on any one module of the APL curriculum was also specified. The Assessor designed the adaptations to try to coordinate the different elements of the combined program. This kind of activity gives the Assessor in Brownsville a role expanded beyond that of an assessor in any of the other sites. His title, Director of Assessment, to some extent indicates this expanded role, which is functionally the director of day-to-day operations and supervisor of instruction for the CBHSD program as a whole and the CBHSD/CETA program in particular.

There were four teachers, hired by Title VI funds, responsible for the instruction of all CETA/CBHSD students in the joint program. Two of these are at the Brownsville satellite Assessment Center, and two were at the Harlingen satellite Assessment Center. Now there is only one teacher in Harlingen. They are responsible for the instruction of students within the standard guidelines of the APL/CBHSD program, except for modifications made by the Director of Assessment. They are responsible for monitoring students' assignments, checking the quality of work on individual lessons, assisting students in mastering basic skills required to work with the APL lessons, and assisting students to solve the academic problems they encounter with the curriculum. They are also responsible for maintraining student records on attendance and progress through the curriculum.

By the summer of 1978 there were two full-time counselors working both with regular and with CETA/CBHSD students. These counselors are responsible for explaining the program to the students so that they understand the various components of it. They also can administer the placement tests which are given at the time of a student's entrance into the program. They may assist the Assessor in working with ongoing problems of students while they are in the program and may coordinate this activity with the CETA counselor's work with the students.

c. Cameron County Resources and Community Affairs

This is the CETA prime sponsor for the Brownsville area. As in the other sites, the prime sponsor has a Work Advisory Council for governance (policy) and a paid staff for operation of the CETA program. Because of the investigations of the local CETA program, the Council appointed an Administrator to resolve various operating difficulties. A former Superintendent of the Brownsville ISD, he had been on the job only a short period at the time of the NFIE site visit in May. His principal activities to that point were to reduce the size of the staff, which he has cut from 59 to 26 in Brownsville, to verify the exact responsibilities of the various staff members, and to conduct an internal analysis and appraisal of local CETA operations. He has closed the CETA office in Harlingen and has maintained a staff of six in San Benito. He is assisted by a staff coordinator who operates more closely with the day-to-day activities of the CETA program.

The first staff member that a potential client sees is an intake

counselor who assesses the eligibility of the applicant. Once eligibility is established, the client sees a referral counselor who explains various options the client may choose, the CBHSD/CETA program being one of these options. The Referral Counselor works with the Field Counselor to place the client/student in skill training, on-the-job-training, or work experience and to assist the CBHSD counselor in coordinating this activity with the classroom experience of the client in the CBHSD. The Field Counselor then works closely with the CBHSD Assessor and Counselor in coordinating daily activity and in solving the various problems which arise. At the time of the May 1978 site visit, there was only one Field Counselor to serve all the clients/students.

d. Texas Employment Commission

Brownsville has the same arrangements as those in Abilene for services of the Texas Employment Commission. See the previous discussion of Abilene for that information.

e. Students/Clients

The population of the Brownsville program is 100 per cent Mexican-American, the term being a cultural designation preferred by the program staff. All are Title III CETA clients in the joint program, altnough the larger CETA program also includes Titles I and VI. Almost all the clients are under 20 years of age. All are speakers of English as a second language, and most have major difficulties with English. Many are children of migrant workers whose residence in the area is seasonal. Their entry into the program

is on a walk-in basis to one of the CETA (Manpower) centers, such as the one in Brownsville. The drop-out rate of these clients/students has been high. That will be discussed in detail in the second report. Problems associated with client participation in the program are presented at the end of this discussion of the Brownsville program.

2. Initiation of Effort

As in the other sites, the UT Project Director initiated the effort to bring together the various individuals, organizations, and agencies necessary to facilitate the joint porgram. He worked through the Work Advisory Council and the Assistant Superintendent for Adult Continuing Education, who was instrumental in bringing different interests together.

Brownsville ISD, in particular adult education, had been working with APL materials well in advance of the initiation of the joint program. The enthusiasm of the Assistant Superintendent was strong, and preparations had been made early. Consequently, from the side of education programs there was no serious difficulty in achieving cooperation for the joint effort.

From the side of CETA, there was some difficulty caused by the investigations being made into the local CETA program. This delayed CETA entrance into the program, and the analysis of staffing needs also affected the speed of entrance. The intake counselor, the referral counselor, and the field counselor seemed insufficiently knowledgeable about the educational side of the joint program in May 1978. However, there was a spirit of cooperation, and the Director of Assessment for the CBHSD was working with the CETA staff.

UT project staff were highly involved both in initiating the program and assisting with necessary arrangements and in providing on site technical assistance to get the program under way. Numerous site visits were made and workshops conducted for staff by at least five different UT project staff.

As the joint program developed, the adult education staff created adaptations that gave students/clients more options, in some respects, than existed in other sites. For example, a joint APL/GED program was developed so that a student could choose to take the GED and stop the CBHSD program at various points in the process. This was true both for regular adult education students working on the CBHSD and for the CETA clients in the joint program.

3. Cost Considerations

Particular cost considerations for the Brownsville site are somewhat difficult to determine because of insufficient information. UT project staff have noted to NFIE that it is their understanding that several contracts exist between CETA and BISD, in particular the Cameron County Adult Education Coop. However, the exact content of those contracts is not known by NFIE.

What is known is that the student population is Title III CETA only, and that four teachers (now three) were hired with Title VI provisions. Because the adult education coop is contained within one county, some of the geographic problems of other coops are not found. Two Assessment Centers (Brownsville and Harlingen) are maintained for the population of the coop. This required some but only limited travel by adult education satff. Further, the geographic

spread affecting travel by CETA counselors is likewise limited.

There has been minimal cost associated with adaptations of APL materials and vocational skill training schedules to accommodate the CETA time lines, because the modifications have been done inhouse by adult education staff.

There may be some cost to CETA for the operation of the two Assessment Centers, where all classroom activity for the students/clients in the joint program occurs. The extent of shared cost, if any, is not known.

NFIE believes, according to information available, that there are no unusual costs associated with the Brownsville program, although the distribution of costs is unknown. However, the existence of the satellite Assessment Centers, the adapted time lines of the program, and various problems in time and transportation for students (noted in the problem section to follow) indicate that a prime sponsor and a local adult education program in another state initiating a program similar to the one in Brownsville would need careful advanced planning to anticipate and solve various problems of coordination.

4. Adult Performance Level (APL) Materials and CBHSD Process

As previously noted, major modifications have been made by the adult education staff, in particular the Director of Assessment, in the APL materials in relation to timing of a student's progress. Because the CETA clients entered the program very late in the CETA budget year, their eligibility time was very limited. Consequently, to keep students from being cut off from allowances at the end of

eligibility, adult education staff established definite time lines for completion of various steps in the CBHSD process, including both academic areas and vocational skill training. A copy of a sample schedule adaptation is enclosed as an example. (See the following page.)

Students attend class for the academic part of the CBHSD two hours per day, five days per week, with no paid allowance for class time. Students are given allowances of $2.65 an hour for 30 hours per week, the time [illegible] work and/or skill training.

Students attend class either at the Harlingen Assessment Center or the Brownsville Assessment Center, depending on their place of residence, work, and/or skill training.

The adaptations in the CBHSD process allow for a student/client's transfer from the CBHSD to the GED at various points in the process. This transfer is related to a student's termination from the program, whether by his/her choice to drop out or by the ending of his/her eligibility in CETA. A closer correlation in process is seen in the Brownsville site between the CBHSD process and the GED than in other sites observed. It is believed by Brownsville staff that a student's acquisition both of knowledge and of basic skills through the APL curriculum may enable him/her to pass the GED if s/he so chooses after attaining a certain level of knowledge and skill. It is also possible that a student can take the GED while in the CBHSD program and continue with the program to the point of successful graduation. Such a student would receive both the GED and the high school diploma.

The following testing must be accomplished no later than datos indicated:

(1) Occupational Knowledge: (6 modules) Mastery Testing Estimated Date:

Brownsville, 1809 Grant : April 24-25

Harlingen Information Center: April 26, 27

(2) Govt. and Law: (4 modules) Mastery Testing

Brownsville, 1809 Grant: May 11-12

Harlingen Information Center: May 15-16

(3) Health: (10 modules) Mastery Testing

Brownsville, 1809 Grant: June 13,13

Harlingen Information Center: June 14,15

(4) Community Resourses: (6 modules)

Brownsville, 1809 Grant: July 5-6

Harlingen Information Center: July 6-7

(5) Consumer Economics: (15 modules)

Brownsville, 1809 Grant: July 27-28

Harlingen Information Center: July 31, Aug. 1

(6) Us History, Texas History and Constitution

Brownsville, 1809 Grant: Aug. 7

Harlingen Information Center: Aug. 8

* Students may request Mastery Testing Earlier than schedule dates if it is felt by the student that they are ready.

** Early Testing for Brownsville will be on Thursdays and for Harlingen on Wednesdays.

*** Assessing of Life Skill requirements will be on going after mastery has been achieved in each of the five subject areas.

5. Problems

The principal problems at the Brownsville site seem to occur from the following causes: (1) the state of transition of the Brownsville CETA program; (2) the extent of time differences between CETA cycles and the CBHSD process; (3) the virtual elimination of the principle of self-pacing in the CBHSD process; (4) the absence of supplementary materials adequate to help speakers of English as a second language to overcome language barriers and to develop basic skills necessary before APL materials are effective; (5) seasonal circumstances of migrant workers; (6) limited job opportunities to develop skills in any way correlated with the CBHSD and career development plans; (7) possibly some cultural insensitivity between Anglo-American staff and Mexican-American clients/students; and (8) inexperience of teachers.

More specifically, these problems are described as follows:

a. Probably because of the state of transition of the Brownsville CETA program and staff, the CETA staff had very limited knowledge of the CBHSD program. Some of the problems associated with students/clients' employment, transportation, and other personal matters outside the CBHSD part of the program were being handled by the Director of Assessment of the adult education coop. Sometimes the problems were so immediate that the one field representative could not possibly work with the problems fast enough, and supplemental assistance was required. Sometimes the coordination of the different elements of the program for a particular student was inadequate, for it was very complicated. For example,

one young woman with an artificial leg had to walk over a mile from home to job and still a greater distance from job to class. Another young woman had to walk four miles from work to class. Trying to solve such problems, the Director of Assessment sometimes had to try to do not only his part in CBHSD counseling, but, as well, to assist with job placement, to monitor the entire process, to consult with CETA field representative, client, and work supervisor, and to try to solve whatever problem the client might bring to him. The problem, in other words, seems to be that responsibilities and roles are not sufficiently delineated for each individual in the joint program to serve as the resource appropriate to solving a particular kind of problem a student/client may have.

b. According to one CETA staff member, private sector employers are somewhat reluctant to hire CETA clients and to train them. They distrust the CETA program and the clients. This distrust apparently is based on their past experience with the program. In addition, there is a high unemployment rate in Brownsville with the transitory population, and job opportunities are very limited. Consequently, the CETA staff face major problems in trying to find places for all CETA clients, and even more problems in trying to find placement that will correlate with the skill training and vocational goals of the clients in the CBHSD process.

c. Students interviewed by NFIE expressed dissatisfaction with the jobs they had, for they were either menial or totally unrelated to the kind of training they wanted, or both. When this problem was mentioned to CETA and CBHSD staff in Brownsville, they

expressed some frustration in trying to resolve the difficulty because there were limited jobs available.

d. As reported to NFIE, there were problems between supervisors and clients relating to client dissatisfaction with the job, absences, and, in client perspective, lack of respect between supervisor and worker.

e. The client is faced with a major transportation problem. Most do not have their own transportation. Public transportation is very limited, and distances between work site, skill training site, and classroom site are sometimes great. It was reported to NFIE that CETA has some responsibility to provide this transportation in certain instances, and that the transportation was not being provided.

f. A class time of two hours, five days a week is far too limited for careful concentration. The class time was changed to three hours, with five hours spent in work, and this was an improvement. A time period of shorter than three hours does not allow for sufficient sustained concentration. Likewise, this class time should be paid for in the allowance if the client's educational motivation is to be maintained.

g. Late entrance of CETA clients into the program (March or April) produced major problems. The self-pacing which is essential to the APL plan was circumvented, and precise time lines for skill training and for academic work with APL modules were created. These were far too restrictive for students in the program, particularly

because of their language difficulties. Completion of the CBHSD thus became an unrealistic goal. Likewise, the time lines encouraged inflexible regimentation of all aspects of the client's participation in the joint program, and the client had to work under heavy pressure as a result.

h. For all the Title VI teachers hired especially for this program, the position was their first professional teaching experience. They are all recent college graduates, with teacher certification recently completed. The CBHSD program may work best with experienced teachers. Inexperienced teachers lack the resources that only come with experience to deal with complex learning problems that many students in the joint program bring to it. There was no special training provided to these teachers in the teaching of reading, a specialization of considerable importance to these students. Classroom activity was sometimes group-oriented rather than indivdual-oriented. For example, on the day of the NFIE site visit a guest speaker was present to discuss a topic for all the students to hear. No individual work could be done at this time, despite the fact that students were working on different modules of different knowledge areas. Further, there was a specific order of the knowledge areas to be learned that was recommended by the teachers for each student. The recommendation was based on their assessment of level of difficulty of each module. This regimented students still further in the program. The level of literacy of the teachers themselves was questionable. On the board the word "absent's" was written for "absences." While the teachers themselves are bilingual, a major asset, their command of English seems to be partially limited.

Further, the teachers must work in very crowded space. The classroom in Brownsville could accommodate approximately 10 students with major crowding. In such space any discussion between a teacher and a student can be a major disturbance to other students trying to work individually. Most of these problems are beyond the control of the individual teachers. They are working in difficult circumstances, and they displayed a deep and genuine concern for their students and a major dedication to their work. Their attitude toward the students was respectful and helpful, and they seemed to genuinely believe in what they were attempting to do. Such positive attitudes should have a positive effect on student motivation.

i. Terminations have been a major problem in Brownsville. There are multiple causes for these terminations, including but not limited to, seasonal moving of migrant families, dissatisfaction about working conditions, discouragement with the pacing of the program, and fundamental survival problems overwhelming the desire for education and training. These terminations will be discussed in greater depth in the next report. However, one point can be noted here. The follow-up by CETA staff and by adult education staff has been very limited, for whatever reason. Certainly, one reason would be the difficulty in locating people who are transient and the heavy work loads which both staffs have.

j. One final problem seems to be culturally related. There is a major emphasis on authority. NFIE's impression from the site visit and from other reports is that students seem to feel they work with the teachers but work for and under the enforced authority

of other staff in the program. For example, on the day of the site visit a student was arrested at the skill center for stealing. The question of guilt or innocence was not considered before the Assessor made the decision to terminate the student from the program. It seemed that guilt was assumed. The student seems surrounded by judgmental authority which assumes guilt. To what extent this attitude is culturally conditioned is not known. There may be a problem of cultural insensitivity involved.

C. El Paso

1. Roles and Functions of Individuals, Organizations, and Agencies Involved

a. El Paso Independent School District

Working with the approval of the School Board, the Superintendent of the El Paso ISD assigns responsibility to the Assistant Superintendent for Vocational Education, who then works through the Consultant for Adult Vocational Education. The Consultant is the person directly responsible for the operation of the CBHSD program for CETA clients. According to the terms of a contract between the CETA prime sponsor and the El Paso ISD, two teachers and one assessor are hired to administer the CBHSD for CETA clients. While these teachers are certified, they are not considered permanent employees of the El Paso ISD. Instead, they are employees of the CETA prime sponsor. Nevertheless, the El Paso High School grants the high school diploma to those in the joint program who successfully complete the CBHSD requirements.

The assessor, who worked with the program until March 1978, adapted the University of Texas APL tests and curriculum to local

purposes and mimeographed the materials. The functions of teacher and of assessor were not mixed, so that the assessor provided all student assessment. The counseling function for the CBHSD process was mixed with the CETA support counseling, so that one CETA staff counselor provided both CETA and CBHSD counseling to students. Although this mixture was his responsibility, much of the counseling on an informal basis has been done by the two CBHSD teachers. Separate counselors provide counseling for on-the-job-training employment, for work experience employment, and for employment after completion of the CBHSD.

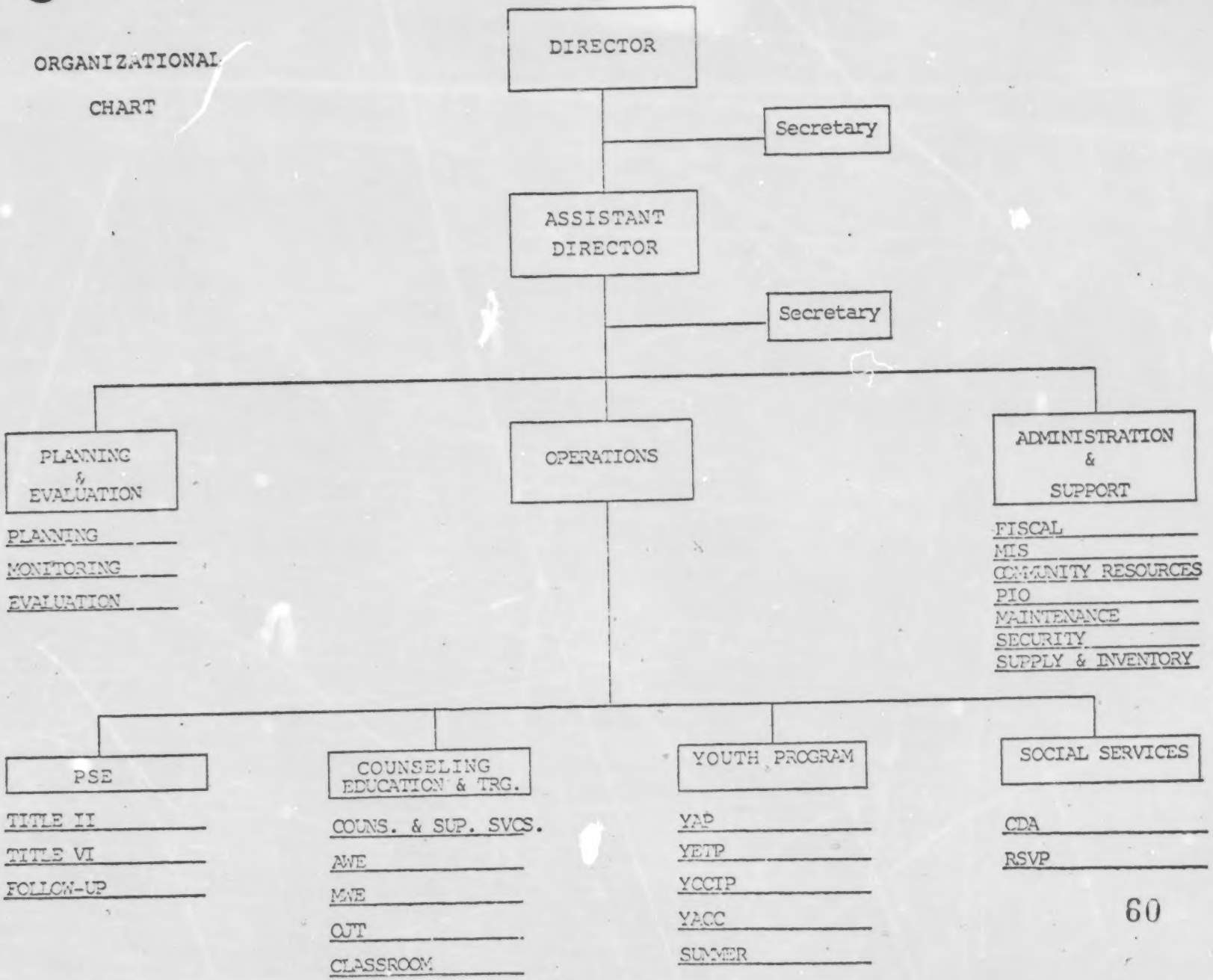
The CBHSD classes are held in a room in the Skill Center, a newly constructed building housing the CETA skill center training as well. This arrangement is part of a service contract between the prime sponsor and the El Paso ISD to provide teachers, assessment, and space.

b. City of El Paso, Department of Human Development

The local CETA prime sponsor is the City of El Paso, Department of Human Development. On land donated by the city, the prime sponsor has constructed a new multi-story building housing the entire CETA operation with the exception of the Skill Center. The latter, as noted above, is also a newly constructed building some three-quarters of a mile away. Both buildings are located approximately 10-12 miles from downtown El Paso and from the area in which most CETA participants live.

The attached Organizational Chart (see the following page) shows the flow of responsibility from the Director (Administrator of the CETA program) to the Assistant Director, to the Director of

ORGANIZATIONAL CHART



Operations, to the Director of Support Services, under whom Counseling, Education, and Training are housed and at which level the joint services of CETA and the schools are provided. Through the prime sponsor's contract with El Paso ISD, the entire staff, except for the Consultant for Adult Vocational Education of the ISD, are employed by CETA.

The attached Applicant Flow Chart (see the following page) shows the prime sponsor's routing of an applicant through the intake process and various steps to Classroom Training, where the client works in the CBHSD/CETA program. Although the entire process takes place within the same building, the one noted above in which all CETA operations are housed, the process is highly complex, with long lines, and appointment times set up on different days. The applicant may take several days to complete the intake process, and each day must find the transportation from his/her home, which more than likely will be approximately 10-12 miles away.

After completion of the joint CETA/CBHSD program, a client is provided follow-up service only by CETA on a 30-60-90 day basis. Adult education of EL Paso ISD provides no follow-up for graduates.

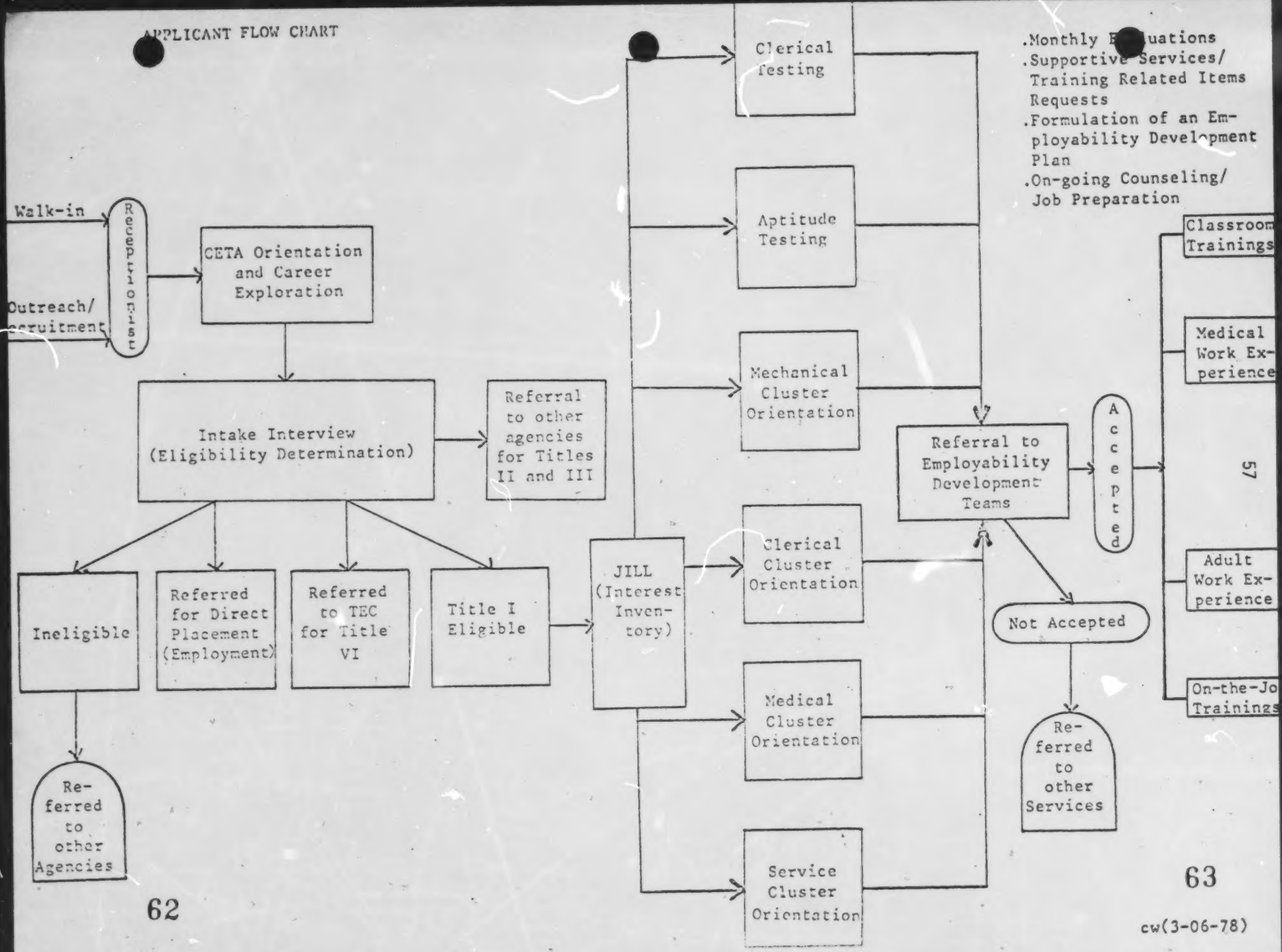
c. Texas Employment Commission

The prime sponsor contracts with the Texas Employment Commission to process allowances for clients, not to provide any other service.

d. Students/Clients

All El Paso CETA participants in the joint program are Title I clients. Almost all are Chicano (a cultural title preferred

APPLICANT FLOW CHART



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by clients and staff). Those participating attend CBHSD class 2.5 hours per day, four days per week. APL classroom work is correlated in time with skill training in the Skill Center. Occupying space in the same building, skill training and APL classroom work can sometimes be effectively coordinated. This process is also interrelated in the eligibility time and length of particular skill training, which can last from 12 to 34 weeks. Students in a 12-week skill training course have little chance to complete the CBHSD in that time frame; thus, they tend to drop out upon completion of skill training. They either terminate without educational accomplishment or they take the GED. If they have begun with an APl score of 1 or 2, they have little chance of learning enough in so short a time to pass the GED. On the other hand, students in 34-week skill training have a much better chance to successfully complete the CBHSD in that time frame. If a student wants to continue the CBHSD process after skill training is completed, s/he must do so without further allowance. This reason, combined with transportation difficulties and other reasons, causes most to terminate without completing the CBHSD after loss of CETA eligibility.

2. Initiation of Effort

As in the other sites, UT project staff initiated the effort to form a relationship between the CETA prime sponsor and the El Paso ISD. CETA took the prime role in providing services by contracting directly for them with the ISD and other appropriate agencies, organizations, and individuals. Initial UT workshop training was provided to the assessor and the two teachers. However, UT staff

have made site visits at various times and have communicated frequently with CETA staff in attempts to continue facilitating the relationships and agreements necessary to keep the program operating. Because the central role in the joint effort is that of the CETA prime sponsor, UT staff have attempted to focus major attention to the CETA staff to facilitate ongoing efforts.

3. Cost Considerations

The unique cost features of the El Paso site are the CETA prime sponsor's direct contracting for various services and the construction of the Skill Center, which houses both skill training facilities and the CBHSD classroom. The CETA contract with the El Paso ISD was for $25,000 for teachers, assessment at $100 per student, and related supplies and travel. APL materials were furnished by UT under its own DOL grant for the pilot program. The City of El Paso provided the Skill Center building itself, the cost of which is unknown. It is a one-story building with an auto mechanic training garage, appliance repair training facility, various clerical and medical transcription training areas, and CBHSD classrooms. The cost information for such space, roughly estimated at 10,000 square feet, and the equipment, supplies, and personnel to staff it is not available.

The amounts of the other contracts let by the CETA prime sponsor for other services are also unavailable. As well, the cost of the main multi-story building and the land provided by the City of El Paso is not available. This bears on the combined program only to the extent that the prime sponsor has provided facilities rather than the school district.

Cost considerations for clients are still more problematic. Although some transportation costs may be provided by CETA, the clients must, for the most part, rely on public transportation, which is sporadic and outdated, to travel long distances from home to the CETA facilities.

4. Adult Performance Level (APL) Materials and CBHSD Process

As is encouraged by the UT APL project, APL materials are adapted to the local situation in El Paso. As noted above, the original Assessor for the El Paso CBHSD staff made the adaptations and duplicated the materials. The two teachers, one Anglo and one Chicano, have been trained in UT project workshops and are sensitive to the bilingual problems of the students, almost all of whom are Chicano. Both teachers are bilingual. Supplemental basic skills materials are seldom used in the El Paso CBHSD classroom, for the teachers find that they are able to adapt the APL materials, for the most part, to the skill level of the students. However, various supplementary reading materials such as magazines, novels, and stories in paperback form are made available to students to read in addition to the APL materials. The two teachers noted that there had been some interest from the students in borrowing and reading the supplementary literature. NFIE noted that authors represented included Jimmy Breslen, F. Scott Fitzgerald, Cooper, Dickens, Moliere, Anouilh, Sinclair, Hawthorne, and Shakespeare. None of the books was in Spanish, and no authors culturally related to the Chicano students were included.

5. Problems

The CBHSD/CETA joint program in El Paso is heavily dominated by the CETA administration. As noted earlier, the prime sponsor contracts with other organizations and agencies for specific services, such as its contract with the El Paso ISD. This, in itself, does not seem to pose a problem. However, one result is a limited involvement of the El Paso ISD--in particular, the tenuous status which the teachers have with the adult education program of the school district, the geographic removal from the rest of the adult education program of the school district, the resulting limited resources of other supplementary adult basic education materials, and the lack of adult education participation in student follow-up. The effect is an impression of somewhat limited commitment on the part of the school district and its adult education program to the joint program. The effect is intensified by the fact that there are so few students in the joint program (14 in May 1978) that the assessor is not present daily. When a student is ready for assessment, s/he must wait until a day the assessor is on site, which may be as little as one day a week.

b. Time correlations between CETA and the CBHSD process are a problem at this site, as at others. Whereas the CBHSD is designed to be self-paced, the CETA training is not; instead, each skill training segment has a specified number of weeks for completion. Further, the period of a CETA participant's eligibility for allowance is also a time pressure on the student's completion of the CBHSD. And, overriding these problems, the budget cycle for CETA funding is by the fiscal year beginning October 1 and ending the following September 30. If a participant begins late in the fiscal year, s/he may not be able to complete training

or education if that needs to extend beyond September 30. This situation is also affected by the extent of commitment the local CETA prime sponsor has to the program. In other words, if there are some carry-over funds to operate part but not all the CETA program, the prime sponsor may decide the client enrollment in the joint CBHSD/CETA program is less important than other CETA programs; thus, the prime sponsor stops funding the joint program while other CETA programs are kept operating. Time problems are intensified by the fact that most of the participants in El Paso, as in Brownsville, use English as a second language and are not native speakers of English.

c. The teachers' adaptations of the APL materials also potentially pose problems. Repetition of the same test for diagnostic and mastery purposes could easily invalidate the test. Second, both teachers expressed the opinion that Chicanos in the El Paso area had little need to use English. This opinion assumes a lack of mobility in the CETA participant population. The opinion may or may not be true for Chicanos in El Paso, though NFIE questions it, but it is highly questionable should the participant move to another location where his/her command of English must be stronger. The teachers did believe that the APL curriculum materials should be both in Spanish and English, whereas the testing should be in English. This problem area becomes more significant when one considers that the GED is given in Spanish at the option of the person taking the test. If the CBHSD cannot be done in Spanish, it may well be a less viable alternative for CETA participants who are not fluent in written English.

d. As indicated earlier, transportation is a major problem for

CETA participants in El Paso because of the distance from the area of town in which most live and the location of the CETA facility and the Skill Center and because of the inadequacy of public transportation. Perhaps a CETA transportation service could be arranged with two or even three round trips daily between the facility and specified points in the central living areas.

e. Another problem relates to the administrative structure and processing applicants. As can be seen from the attached flow chart and the organization chart, both administrative structure and the processing of applicants are complex. Since a prospective client/student for the joint CETA/CBHSD program goes through several stages of application, intake, and orientation, s/he may not become aware of the CBHSD option at any point unless the staff s/he is interacting with present the CBHSD clearly and attractively as an option. Except for the one counselor serving as CETA and APL counselor, other counselors and staff seemed to have little or no knowledge or understanding about APL content or CBHSD content or process. The same was true for instructors in some skill training areas, even though those instructors were located in the same one-story Skill Center building as the CBHSD classroom and teachers. The CBHSD teachers noted that they felt the CETA staff did not understand the CBHSD program and thus did not present it as a viable option. More thorough orientation into APL and CBHSD is necessary both to prevent CETA from communicating misinformation and to encourage CETA staff to present the option as viable, based on an adequate understanding of it. The more complex the intake process and the more complex the administrative structure of the CETA operation, the more likely this problem will arise and continue.

f. Students tend to perceive the GED to be easier to get than the CBHSD. This perception was expressed both by a student interviewed by NFIE and by the teachers. There are several possible reasons, alone and combined, for this perception: (1) the time sequence of the skill training vs. the time students need to progress through the CBHSD if they initially score a 1 or a 2 on the APL knowledge areas in the diagnostic tests; (2) the language problem; (3) the fact that the GED can be completed by passing tests, and if a 3 is not scored on the APL diagnostic tests the student must work with the curriculum; (4) the fact that the GED requires no vocational component as the CBHSD does. These perceptions which students have may be incorrect or correct, depending on their APL level and on the accuracy of their knowledge and understanding of the CBHSD. Of course, a student scoring as an APL 1 is not likely to pass the GED unless the reason for the low score is a language barrier only, and not a knowledge barrier. Even if the student perceives the GED as easier than the CBHSD, s/he does tend to choose the CBHSD route if s/he is concerned about a diploma vs. an equivalency.

g. There has been a degree of irregularity in teachers submitting attendance reports to UT project staff. Consequently, project staff have had some difficulty in monitoring the program as closely as they desired to do. Some months project staff had to request the attendance reports more than once or twice.

h. Finally, there is a potential problem area that can be termed false hopes. Potential CETA participants go to the CETA facility and see a new, well-appointed and decorated, carpeted office building with coordinated colors, new and attractive office furnishings. They

may think it represents the level of middle class prosperity they can aspire to achieve, especially when they combine that impression with a belief in a high income value of a high school diploma and with the knowledge that CETA requires an employer hiring a CETA graduate to raise his/her salary in a specified number of months. At the very least, the impression of wealth of the facility can by contrast be a vivid reminder to the applicant of the state of his/her own poverty. The dream of the upward spiral may not only be unrealistic, it may also be reinforced by the surroundings and circumstances of the CETA program. This could be true anywhere, but it seems especially possible in relation to the El Paso CETA program.

D. Houston

1. Roles and Functions of Individuals, Organizations, and Agencies Involved

a. Pasadena Independent School District

Located with Houston in Harris County, the Pasadena ISD serves as the school district through which the high school diploma is issued to successful participants in the joint CETA/CBHSD program. It has no responsibility beyond its acceptance of the Harris County Department of Education validation of a student's completion of requirements and its subsequent issuance of the diploma.

b. Harris County Department of Education, Adult Education Division

Adult Education is a division within the parent body, Harris County Department of Education. The Adult Education division has principal responsibility to conduct and administer the educational side of the joint

CBHSD/CETA program. The Director and his Deputy Director supervise the daily activity of all Harris County Adult Education programs and staff, including the two APL counselors/teachers and the one assessor for the CBHSD. The CBHSD classroom, called the Annex, is used exclusively for the clients of the joint program. It is a converted mobile home set on blocks. Next to it is the records and assessment office, which consists of two small rooms in a small, one-story building. Both these CBHSD facilities are within one block of the main office of the Adult Education Division in a northern section of Houston.

One teacher is hired through CETA Title VI funds, while the assessor and the other teacher are hired through a contract between CETA and the Harris County Department of Education, Adult Education Division. The contract includes salaries and assessment fees for each participant, among other items.

The APL roles of counselor/teacher and assessor are kept distinctly separate, though all personnel are on site together full time. This means that at any time a student working in the classroom needs consultation with a teacher or with the assessor, both are present and available. The personnel have been trained by UT project staff in the APL materials and the CBHSD process. They have required less ongoing technical assistance from UT staff than some teachers and assessors in other sites. NFIE's impression from a site visit in July 1978 is that both the teachers and the assessor are comfortable in their competence with the CBHSD. They also have regular contact with the CETA staff coordinator of the program, who works closely with them in maintaining clients' as well as teachers' understanding of the total joint program.

c. Harris County Manpower Program

Harris County, the prime sponsor, serves much of the metropolitan Houston area. Central to the CETA Administrator's staff is the CETA Coordinator. The individual filling that position is knowledgeable about the APL and CBHSD materials and process, is acquainted with all the students in the joint program, and coordinates efforts of the program among three CETA intake centers over the geographic area of Harris County and the CBHSD classroom and the Adult Education Division of Harris County. Because of the large geographic area to travel and because of the difficulty of coordinating efforts, the program is dependent upon a person of the energy and dedication of the present Coordinator.

The Coordinator works directly with the counselors in the three intake centers to make sure that they are properly informed about the joint CETA/CBHSD program, and to make sure that the joint program is presented as a viable option for eligible clients. There are from one to three intake counselors at each of the intake centers; consequently, the overseeing of their presentations to clients is time consuming and complex. It requires at least 400 miles of driving per week for the Coordinator to be on site at each intake center at least once a week, and to visit the classroom as well.

As is the case in El Paso, the Harris County Manpower Program contracts directly with the Adult Education Division, Harris County Department of Education and with other organizations for particular services. In addition to the contract for space, teacher, and assessor included in the contract, a teacher is also hired with Title VI funds.

NFIE interviewed three of the intake counselors at two of the intake centers and found them to be partially informed about the CBHSD program but in continuing need of assistance from the CETA Coordinator to answer clients'

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questions and to utilize the Coordinator as an interface person with the CBHSD staff.

d. Texas Employment Commission

Harris County Manpower Program contracts with the Texas Employment Commission (TEC) for TEC to issue clients' allowance checks and to crosscheck to prevent double payments to clients for other services.

e. Students/Clients

At the time of the July 1978 site visit, 21 students were enrolled, all under Title I of CETA. Of these, two were native American, three were Black, and 16 were White. Curiously, however, 20 of the 21 participants were female. The CETA Coordinator and an intake counselor explained this fact on the basis of more job opportunities at salaries higher than CETA allowance for males, or at least a perception among males that they could do better by taking a CETA option other than the high school diploma. They felt that males in the Houston area were more interested in making money on the job immediately and not postponing that possibility for educational work on a high school diploma.

Clients enter through an outreach program of CETA and through walk-ins to one of the three intake centers. They are given interviews to determine eligibility for various CETA programs and are given preliminary tests to determine their potential for entry into the high school diploma joint program. Depending on the results of those tests, clients are then referred to the Adult Education Division of the Harris County Department of Education.

Because of the great distances which students have to drive to the CBHSD classroom from their residences throughout Harris County, the program

is structured differently for them than in other sites. Students are given full time study opportunity of six hours per day five days per week for a period of six weeks with the possibility of extension if they are evaluated as making satisfactory progress. This arrangement was created to avoid long hours and considerable expense that would be required if they were working and/or taking skill training simultaneously with the classroom APL work. Such travel time would have delayed completion of the program for most students. Work and/or skill training or on-the-job-training is done after completion of the classroom work. Students interviewed by NFIE indicated that they felt fully immersed in the curriculum in this concentrated time period. Some felt overwhelmed and inundated; some felt productive in this concentration.

2. Initiation of effort

As in the case of the other pilot sites, UT project staff initiated the effort to pull together the CETA program and the adult education program and the other agencies to be involved. Working through the Work Advisory Council, UT helped the Harris County Manpower Program to make the arrangements and agreements necessary to make the program work. The CETA Coordinator emerged from the early stages of the initiation of effort as a major resource in pulling together the various resources required. The initiation of effort resulted in a pattern of responsibility for the Coordinator which has continued through the operation of the joint program.

3. Cost Considerations

To provide classroom space for the CBHSD/CETA program, the Annex (converted mobile home) was provided exclusively for the clients/students in this program. Since four out of five of the sites provided some kind of space exclusively for participants in the joint program, a prime sponsor

located in another state may see this pattern as necessary or at least advisable, depending on the situation of adult education in the area, and may need to budget accordingly for the exclusive space. A mobile home such as the one in Houston could cost in the area of $30,000 to $40,000 or more, equipped with necessary equipment and supplies.

Houston is unique among the Texas sites in its clients' travel problems and must budget an extra travel allowance for students to reach the classroom and the subsequent work or skill training. Houston uses a zone system to calculate the necessary travel allowance. The travel allowance is added to the regular CETA allowance in the check issued by the Texas Employment Commission.

As in the El Paso site, the prime sponsor also contracts directly for staff to facilitate the educational side of the program--one teacher and the assessor--and uses Title VI funds for hiring the other teacher. Both routes are viable for staffing. There are two assessment fees per student in the Houston program, $150 per student for initial assessment and $150 per student for final assessment. The assessor noted that there are 38 different assessments made for each student in the life skills alone.

4. Adult Performance Level (APL) Materials and CBHSD Process

According to the two teachers and the assessor, the Houston staff uses the University of Texas APL materials with no major adaptations. The clients have already been given the BOLT (Basic Occupational Literacy Test) and/or the General Aptitude Test Battery by the CETA intake counselor before being referred to the program. These are the

only two tests approved by DOL that are judged nondiscriminatory. Since students have already been screened initially with these tests, they are given the APL pretest when they enter the CBHSD program to determine their APL level. As noted before, students' scores on the APL pretest of a 1, a 2, or a 3 determine the extent of APL curriculum materials they must study before taking the mastery test in any knowledge area.

As the UT APL project has encouraged local sites to do, Houston staff has mimeographed the curriculum modules for students to use. Both teachers and the assessor seemed well informed about the APL curriculum and the assessment requirements. They had been trained by project staff and needed little continuing technical assistance with APL materials.

5. Problems

a. The most difficult tactical problems to solve in Houston have been those associated with the distances participants must drive. For this reason, the adjustments noted above have been made in the sequencing of different elements of the program. The solution has worked for the most part. However, the experience of compressing so much classroom work into so short a period of time may result in a kind of data overload for some students. They may need some diversification so that they can better digest what they are studying over a longer period of time.

b. At the same time, the compression of time still leaves more flexibility for self-pacing through the APL curriculum and CBHSD process than the fragmented timing in other sites. Houston has been able to graduate students within time periods that other sites have not been able to do. Students had fewer problems with the conflicting time schedules

of CETA and CBHSD under the Houston method than students had in other sites. This is not to say that the different budget cycles of CETA and the school district still did not pose problems, but fewer students got caught in the squeeze.

c. If a large metropolitan area in another state were designing a program with similar elements to combat geographically caused travel difficulties, selection of staff could be crucial. If it were not for the efforts of the particular individual who is the CETA Coordinator in Houston, far more problems would have arisen.

d. APL teachers felt that CETA counselors were not well enough informed about the APL materials and the CBHSD process. Likewise, the teachers felt they themselves were not well enough informed about the CETA program. And this feeling of need was stated with acknowledgement of the efforts made by the Coordinator. NFIE, in talking with three of the CETA counselors, also had the impression that the counselors were not well informed about the CBHSD process or the APL materials. One counselor, for example, expressed a strong opinion that the APL approach was not good for 17 or 18 year olds because they had not had enough life experience for the curriculum to be relevant to them. It should be noted here that almost all the students in the Brownsville program are 17 or 18 years old. However, the success rate in Brownsville has been low, though not necessarily for the reason of age.

e. One problem that NFIE discovered in talking with students and with teachers is that under the compressed time frame in which the APL curriculum is completed before skill training, students are confused, despite

teachers' explanations, about when they will actually receive the diploma and when they have completed all requirements. Some students felt they had completed requirements for the diploma when they had completed the APL curriculum and mastery tests and the life skills. This completion leaves out consideration for the requirement of the occupational/vocational section of the diploma which is satisfied by skill training or past work experience.

f. There seems to be a lack of correlation between the BOLT given by CETA intake counselors and the APL pretest. They do not really test the same kinds of skills, nor do they reveal the same kinds of problems.

g. If a student needs extended work with basic skills, which is the case if a student scores as an APL 1, the compressed time period is too short for satisfactory mastery of these skills.

E. Temple (La Vega)

1. Roles and Functions

a. La Vega Independent School District

The adult education coop of the La Vega ISD has the responsibility of conducting the educational component of the joint program and of arranging for the granting of the diploma through the La Vega High School. However, the extent of the La Vega ISD involvement in the process seems to be less than that of any other ISD in any other pilot site. This result seems to be due to the extent of the CETA prime sponsor's

involvement in the administration and staffing of the program. Education staff had no responsibility in the selection of the teacher for the CBHSD program, and most local supervision of the CBHSD teacher, classroom, and student problems is done by CETA administration.

Efforts of the La Vega ISD and the CETA prime sponsor to place the program met some difficulties initially, for a community college in the area wanted to provide space on a contract basis that would have cost CETA and/or the ISD more than was planned to administer. To resolve the problem, the CETA prime sponsor provided one-room satellite space in Temple in a building already under local government lease. The effect of the hiring of the teacher and the removal of the classroom from the immediate locale was to lessen the involvement of the La Vega ISD on an operational basis.

b. Central Texas Manpower Consortium

This is the CETA prime sponsor, located in San Saba and encompassing 18 counties in the central Texas area. Staff for this program include a CETA Director, a CETA Office Manager/Counselor, and one other counselor.

As noted above, the CETA prime sponsor provides for the hiring of the teacher under Title VI and for the classroom space in Temple. Following various problems to be noted later, the prime sponsor also hired under Title VI a teacher's aide to assist with classroom problems and to facilitate student learning.

All field counseling to clients/students is provided by the one office manager/counselor and the other counselor on the CETA staff. The staff is small, and the scope of the joint program is small, while the

geographic area is large. No students in the joint program attend adult basic education classes in the main center. As in El Paso, Houston, and Brownsville, CETA/CBHSD students are separated from other adult education students and classes.

The prime sponsor provides its own check-writing function, and does not contract with the Texas Employment Commission either for that purpose or for cross-checking for multiple payments to clients from other agencies. Further, it has been noted by UT project staff that the arrangements in Temple/LaVega/San Saba have been worked out with no necessity for money to change hands. This means, in the particular arrangements of this prime sponsor, that CETA is providing a larger amount of the management, administration, and operation of the program than in some other sites.

c. Students/clients

All students in the Temple site are under Title VI of CETA. Consequently, the client population is somewhat older than in Brownsville or El Paso. Most are female, and most are Black. Most are high school drop-outs. One person dropped out of high school some 30 years ago.

From discussions with two of the students, with the teacher, and with UT project staff, NFIE learned that most of the participants were walk-ins to the Manpower office. While the two students did not know what CETA Title they were under, and they did not know much about the difference between the CBHSD and the GED in substance, they did have a perception that the GED was an equivalency, which they felt was not as good as a real high school diploma. They also had some specific career goals, at least to the extent of having an idea about what kind of vocational/skill training they wanted and what kind of job they wanted to pursue. When

asked how they found out about the CBHSD/CETA program, they said the counselor told them. When asked how they found out about CETA, they did not know what CETA was. When asked how they found out about the Manpower office, they responded that that was common knowledge. They knew that when one needed a job, s/he went to the Manpower office to get it. In other words, entry into the program was based on common knowledge about the location and some of the services of the Manpower office, and that after that contact, entry into the joint program resulted from the CETA counselor's routing them into the program.

Because of the length of time some students had been out of school, they had to develop study habits that would be productive, but they were motivated to complete the program. The two students interviewed felt they were gaining very practical knowledge as a result of the APL curriculum, which they said was more meaningful to their daily living than was the standard adult basic education material they had previously worked with in the general ABE program.

2. Initiation of effort

UT project staff played a major role in initiating the effort to create the joint CETA/CBHSD program in La Vega. Working with the Work Advisory Council, the CETA administrator, and the La Vega ISD, UT staff assisted in working out the rather complicated arrangements for the La Vega high school to award the diploma, for the CETA staff to provide for the hiring of the teacher, for the location to be found for the classroom (especially after the difficulty posed by the community college noted above), and for supplying the APL materials. The UT effort has been especially demanding for staff in the operation of the program, for problems with the teacher and the students have required numerous site visits for

technical assistance from three of the staff members.

As noted above, the CETA role in the initiation of effort as well as in the ongoing effort has been more pervasive than in other sites. CETA administration, with UT's help, did locate and provide the space for the classroom in a satellite center some 40 miles from La Vega and some 15 miles (in another town) from the adult basic education center. CETA also located, interviewed, and hired the teacher without consultation from adult basic education staff or from the La Vega ISD.

3. Cost considerations

As already noted, there are no complicated contract relationships in the Temple/La Vega program, primarily because the CETA prime sponsor provides most of the services from its own program budget. Specifically, the elements of those program plans include providing: (1) the satellite center used as a classroom, (2) the Title VI teacher and teacher's aide, and (3) travel expenses for CETA staff to travel between and among the towns of Waco (where the La Vega ISD is located), Belton (where the ABE center is located), San Saba (where the prime sponsor's main office is located), and Temple.

4. Adult Performance Level (APL) Materials and CBHSD Process

UT project staff provided the teacher with a complete set of the APL curriculum and tests. Unlike some of the adaptations developed at other sites, the curriculum and tests were used in Temple without change. Because this was the first experience with the curriculum and because the program got under way without opportunity for the teacher to study and adapt the materials, they were neither mimeographed for distribution nor altered for local needs. Consequently, students had to use all the materials

in the classroom. They could not take lessons with them and work on them at home. The lack of preparation and adaptation seemed to contribute to a certain rigidity with which the teacher used the materials. She required students to complete all assignments and tasks in a module without being able to evaluate that a student did not need to do each of them. This approach resulted in students having to spend more time than was necessary in certain knowledge areas and skills, eliminated much of the self-pacing designed into the curriculum, and delayed students' progress through the diploma process.

5. Problems

NFIE has been provided with less information about the Temple site than about any other pilot site in the Texas project. On the day of the site visit, the CETA counselor unexpectedly had other responsibilities and could not talk with NFIE. The only discussions were held with the teacher and the students at the Temple classroom and with the UT project staff. NFIE has also received no ABE forms, no CBHSD recordkeeping forms from the Temple site, and no CETA intake forms. Consequently, information about the working of the Temple site is somewhat more sketchy than about other sites. However, discussions with UT project staff and technical assistance site visit reports from UT staff have provided some information to supplement what NFIE was able to observe. NFIE's impression is that the problems, which have been major, at least in human terms in the effectiveness of the program with the clients, can be traced to two causes: (1) the insecurity and inadequate competence of the teacher and (2) the extent of the CETA involvement in comparison with the involvement of other concerned parties.

a The teacher had one year's experience as an elementary school teacher in Temple. She had worked only with small children and never with adults. She had been hired after the initial workshop training provided by UT for APL/CBHSD teachers, and was thus trained on site by UT staff. In actuality, she received more complete and more individual attention in that training because of her late entrance into the program than did teachers in other sites. According to NFIE observations, she was authoritarian and dictatorial in her approach to students, as though she were trying to handle discipline problems with small children. Her approach seemed to be her defense against her own lack of comfortableness with the APL materials and her lack of experience in working with adults. She was frequently distracted from directly helping the students with their problems on content of the curriculum because the and the students were in one room with a telephone. When the phone rang, she would deal with the call, which was a disruption for the students. She also had some problems with receiving her checks, and discussed these problems with some students. Further, she was trying to learn the material at the same time the students were doing so. It is unknown whether she could answer all questions students might have about particular assignments in the curriculum. Nevertheless, her greatest problem was with interpersonal relationships with the students. She was not able to establish respect from them, and she substituted authoritarian control for that respect. The aide, who was hired when the extent of the problems with the teacher and with extent of students' need for help became evident, proved to be effective both in interpersonal relationships with the students and in dealing

with the curriculum, this information coming from UT project staff.

(2) Part of the problem with the teacher can be traced directly to the fact that the adult basic education staff had no voice in the choice of the teacher. Because the teacher was hired with Title VI funds and because the CETA administration was of necessity taking a major role in getting the program into operation, she was evidently interviewed by CETA staff and hired. CETA staff did not have the capability to determine her competence for the job for which she was being hired.

(3) Virtually all counseling functions, some of which the teacher would ordinarily provide, were provided by the CETA counselors. These included both problems with work and/or skill training, which would ordinarily be the province of the CETA counselor, but also with the problems the students were having in the classroom with the teacher. This put an unusually heavy burden on CETA staff.

(4) These problems were increased by the small CETA staff covering a large geographic area (18 counties). It seems unrealistic to expect that the Administrator and two counselors, one of whom is part-time as a counselor, could diversify their attention satisfactorily to cover the range of problems that could arise or that they could keep up with the problems in so large a geographic area.

(5) The problems were further intensified by the goegraphic separation of the satellite center in one town, the adult basic education center in another town, the school district in another town, and the CETA

administration in still another town. Communications and sharing of resources become especially difficult in such an environment. As well, the joint CBHSD/CETA program is not perceived to be an integral part of the larger adult basic education program for that area.

IV. PRELIMINARY RECOMMENDATIONS

Basing judgments on information and impressions presented in the preceding pages of the report, NFIE can make the following preliminary recommendations, which may need alteration as the project experience continues through the next year.

A. The most encompassing problem in the joint CBHSD/CETA program stems from the different budget cycles of the school district and the CETA prime sponsor. As noted earlier, unless a CETA client enters the program early in the fiscal year, his/her chances are weak of completing the CBHSD either before his/her eligibility runs out or before the end of the fiscal year cuts off funding for his/her participation. At that time the client will probably not complete the diploma process. At the end of the fiscal year September 30, 1978, the El Paso and Temple programs closed down completely and to date have not reopened. Brownsville closed down until recently, and the program has not regained its momentum. Abilene was able to continue the program on a limited basis, partly because of the ongoing, comprehensive nature of the CBHSD as a part of the adult education coop's basic program. However, funding for students from CETA terminated. Houston has been able to keep the program alive only at a minimal level. Having lost momentum from the closings, sites have difficulty relocating students who had not completed the diploma, reinstituting their eligibility in CETA, rehiring teachers, and breathing new life into the program. It is recommended that attempts to adapt and transport the pilot program into other states include plans to accommodate the major problems resulting

from the different budget cycles and the termination of funds at the end of a fiscal year.

B. In the operation of the joint program, clear lines of responsibility for the different elements of the program should be drawn. It is evident that CETA counselors cannot do the educational jobs as effectively as the educational staff, and that educational staff cannot do the CETA jobs as effectively as the CETA staff.

C. Related to this problem is the recommendation that initial and ongoing training focus on the following areas:

1. Training for adult education staff in APL materials and the CBHSD process.

2. Sufficient training in the same areas for CETA staff so that they have sufficient familiarity with the educational program not only to be able to present it as a viable option but also to be able to interrelate satisfactorily with educational staff to solve client/student problems.

3. Sufficient training for adult education staff in CETA processes and program elements for them to be able to interrelate satisfactorily with CETA staff to solve client/student problems and to work jointly with CETA staff to design the joint program with necessary adaptations to their local needs.

4. Joint, coordinated training to CETA staff and to adult

education staff in practical methods for cooperation betweeen the two staffs to solve mutually shared problems.

D. As some sites have allowed students as few as two and as many as six hour per day in the classroom to work on the CBHSD, the impression of results is that three to four hours per day is a more reasonable time allowance. This would allow for better student understanding and internalizing of educational content than two hours, and would not put so much pressure on students as six hours do.

E. Because availability of CETA staff to adult education staff and adult education staff to CETA is so important for solving problems as they occur, and because communication with understanding needs to be ongoing, close proximity between location of CETA staff and adult education staff is recommended. However, this proximity should not remove adult education staff from a feeling of being a part of the overall adult education program and the adult education administration should not see the CBHSD adult education staff for the joint program as an inessential element of the comprehensive adult education program. The same point is true also true for staff if they are housed in a location other than the main CETA offices.

F. It is recommended that APL/CBHSD teachers and assessors be considered an integral part of the comprehensive adult education program, whether they are hired through Title VI funds, through direct contract between CETA and the schools, or through provision by the adult education program itself.

G. Because of the gap that has been seen to exist between the entrance level of the APL pretest and the necessary level of the APL curriculum, on the one hand, and the student's possible lower level of competency in basic skills, particularly reading, on the other hand, it is recommended that remedial, supplementary APL materials be created to fill this gap. Standard adult basic education materials to solve this problem are so removed in content from that of the APL materials that they seem inappropriate for use with it.

H. Because of students' possibly changing their minds about whether they wish to complete the CBHSD or take the GED, and because of the possible feasibility of using APL materials for prepraration to take the GED, possible relationships between the work toward the diploma and preparation for the GED should be explored. This is being touched upon in one Texas site and has been explored in some depth in Louisiana. The latter experience will be discussed in a later report.

I. Because of the different testing materials used by CETA intake counselors to determine what options are viable for particular clients, and because of the diagnostic tests used prior to the APL pretest by some adult education programs, it is recommended that CETA staff and adult education staff attempt to coordinate some of the testing so that students will not have to go through so many pretests before they enter the CBHSD program.

V. RELATIONSHIP OF PRESENT REPORT TO FOUR QUESTIONS POSED IN THE GRANT

A. To what extent does the CBHSD Project make the CETA client more effective for placement with employers?

At this time there is no clear answer to this question. However, some preliminary observations can be made from students' hopes about the program. Almost without exception, students interview at the different sites had the impression that earning the diploma would be more valuable to them than taking the GED, since the latter is an equivalency. The major exception is in Brownsville, where the GED is already used as an option that students can elect if they are able to pass the GED and want to get into full time employment faster or if they wish to enter the community college and need to time the completion of their program with the beginning of the college term. Nevertheless, students expressed sentiments that they would be prouder of a diploma that they earned than they would be of a test they took for an equivalency. However, some students did not have a clear understanding of the difference between the GED and the CBHSD. Students also expressed the opinion that they thought employers would be more likely to hire them with a diploma than with the equivalency. And, finally, students tended to feel that the practical nature of the APL curriculum and its difference from a traditional academic curriculum would give them practical knowledge that should make them better educated for various kinds of jobs, regardless of the skill training that might be required for a particular job. Thus, they thought the CBHSD would make them more effective for placement

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with employers. It should be emphasized that these are impressions students have, and they may or may not be based in reality or reflect reality. They are projecting into the attitudes they think employers have.

B. To what extent is the CBHSD a viable alternative to the GED for use by CETA prime sponsors and the state employment service?

Basing preliminary judgments on NFIE's initial site visits to each of the five sites, on technical assistance visits of UT staff to the sites, and on discussions between NFIE and UT staff, NFIE has a strong impression that the CBHSD is a viable alternative to the GED for use by the CETA prime sponsors only if the CETA staff become as familiar with it as they are with the GED. In the pilot sites presently operating, CETA staff, with some exception, have not seemed to reach this level of understanding. Consequently, they have some difficulty in presenting the CBHSD as a viable option. NFIE interviewed one official with the state office of the Texas Employment Commission who was identified as the person most aware of the CBHSD project. In that discussion the official could not distinguish between the GED and the CBHSD and more than once identified them as one and the same. For the CBHSD to be accepted, promoted, or endorsed by the State Employment Service as an alternative to the GED, personnel of that service will have to be involved more closely as observers of the program and will have to be educated as to the nature and value of the program. This will be true both at state and at local levels.

C. To what extent can the CBHSD generate a higher percentage of adult manpower program participants who can earn the high school diploma than now do using the GED method?

While the answer to this question is still premature, certain observations can be made. The answer is dependent to some degree on the level of entry of the person. If the applicant scores as an APL 3 on the pretest, then s/he goes directly into the life skills. If, then, the person already has sufficient skill training or experience in a vocational area, the diploma can be granted. For these people, it is possible to complete the diploma process within as little time as two weeks if they work full time at it. It is highly unlikely, however, that a person who has dropped out of high school at some earlier time will be so proficient as to score at this level. And if one is so proficient, s/he can probably take and pass the GED even faster than completing the life skills for the CBHSD. While it is possible to complete the CBHSD almost as fast as the GED, the GED is nevertheles faster for many if not most students. Another problem associated with time is the extent of a student's competency in English usage and reading. With a low level of competency, a student will be slow in achieving either the CBHSD or the GED.

In addition to time, a consideration is the goal of the student. If the student wants an earned diploma, then the GED will not suffice. This will be true whether or not the student is a CETA client. The student's motivation and goal has much to do with this question.

As well, because of length of time that may be necessary for completion of the CBHSD in relation to a client's eligibility in

CETA or to the budget cycle, the CBHSD may or may not be as viable an option as the GED.

D. To what extent can the CBHSD produce as effective a worker as one who earned a high school diploma through traditional or other means?

There is no preliminary evidence which can lead to any observation concerning this question. If the follow-up with students/clients who have graduated and with employers have hired them is effective, some answers may be inferred to this question. Until then, any comments would be only speculative.